

CALIFORNIA EDUCATION

OFFICIAL PUBLICATION OF THE CALIFORNIA STATE DEPARTMENT OF EDUCATION

California Education Eliminated

Page 1

Credential Cases to Be Investigated by CII

Page 3

Legislature Terminates Department's Role in Accrediting

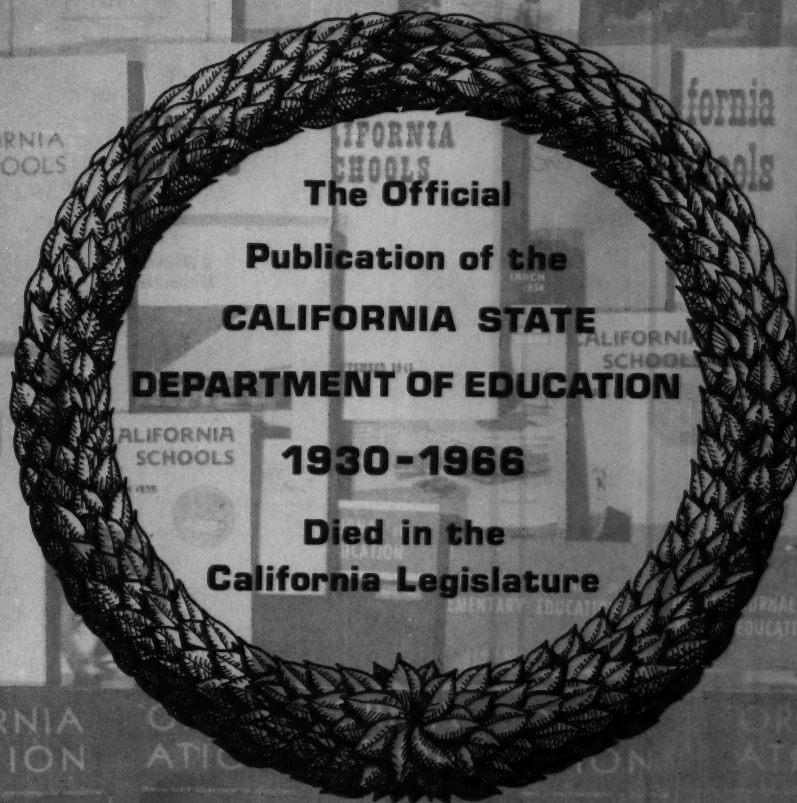
Page 5

The California School for the Deaf

Page 8

A California State Testing Program

Page 25



CALIFORNIA EDUCATION

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Superintendent of Public Instruction

IN THIS ISSUE

California Education Eliminated	1	ADMINISTRATION	
This Is the Final Issue of California Education ; Appropria- tion Eliminated by Legislature	2	Guidelines for Staffing	18
Credential Cases To Be Investigated by Bureau of Criminal Identification and Investigation	3	ELEMENTARY EDUCATION	
HIGH SCHOOL EDUCATION		Reading Programs Under the Miller-Unruh Basic Reading Act of 1965	21
California Legislature Terminates Department's Role in Ac- crediting Secondary Schools	5	CURRICULUM DEVELOPMENT	
The Story of the Cut	7	Curriculum Administration and Supervision in the Art Edu- cation Crisis	23
SPECIAL EDUCATION		RESEARCH	
The California School for the Deaf	8	California State Testing Program—1964-65	25
ADULT EDUCATION		NEWS AND NOTES	
Training Teacher Aides at Hanford	11	Progress Report on Educational Advances	32
PUPIL PERSONNEL SERVICES		FROM THE SUPERINTENDENT	
A Differentiated Teaching Staff	12	To the Editors and Staff of California Education	36
VOCATIONAL EDUCATION and JUNIOR COLLEGE EDUCATION			
The Evolution and Development of American Vocational- Technical Education	16		

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SUBSCRIPTIONS—Subscribers who have paid for volumes of *California Education* that will not be published (see articles on pages 1 and 2) will receive a refund for the unexpired portion of the subscriptions. The refunding procedure is as follows: The Department of Education has submitted a refund claim to the State Board of Control, and if the board approves this claim, it will be included in the Omnibus Claims Bill to be presented to the 1967 Legislature. If the Legislature approves the claim, refunds will be issued. These will be mailed to subscribers soon after the Legislature adjourns.

THE COVER—*California Education* will not go to press this fall, and the Department of Education will be without an official monthly periodical for the first time since *California Schools* got its start in January, 1930. In September, 1963, *California Education* replaced *California Schools*, and the *California Journal of Elementary Education* (1932) as the Department's official periodical. The change was intended to permit greater coverage of all segments of the public school system in California. Letters indicate approval of the change and, further, that *California Education* has done an excellent job of serving education in this state. For a discussion of the Legislature's action, see pages 1 and 2; for Dr. Rafferty's comments to the staff, see page 36.



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California Education Eliminated

California Education, the official publication of the State Department of Education, has been eliminated by the California Legislature. This publication, which has been used by the Department to provide information and leadership essential to the operation of a \$2.5 billion industry, will be discontinued because the Legislature decided that an expenditure of \$41,500 by the state was excessive for this purpose.

Instead of budgeting this sum of money, the Legislature recommended that *California Education* be made available on a subscription basis. Acceptance of this recommendation would defeat the purpose of the publication and force the Department into an untenable position. The Department of Education, like any other state department, has many responsibilities it must meet and in doing so must make certain that it meets these responsibilities in a manner that assures every school district and office of county superintendent of schools equal and just consideration.

Since January, 1930, the Department of Education has employed an official publication as one means of meeting its responsibilities. The use of this publication has made it possible for the Department to get the statewide coverage required to keep the schools current regarding mandates pertaining to their operations and to make available to all the schools information regarding fiscal and educational practices that may be employed to secure increased efficiency in fiscal management and improved educational programs.

California Education, published September through June of each school year, was adopted in 1963 as the official publication of the State Department of Education. It replaced *California Schools*, published in twelve editions annually, and the *California Journal of Elementary Education*, published quarterly. The change from these two publications to a single publication was made on the recommendation of a Department of Education committee that had spent more than a year studying how the Department might best make available to the schools (1) information regarding subject requirements and operational procedures mandated by legislation; (2) rules and regulations established by the State Board of Education; (3) summary reports of studies required by legislation or the State Board of Education; (4) summary reports of school apportionments; (5) October and March school enrollments; (6) reports of program practices found highly successful; (7) announcements of professional meetings called by the Department or professional organizations; and (8) other information essential to program improvement.

California Education has proved to be a most valuable instrument for these purposes. *California Education* has also been a valuable means of providing opportunity for the public schools to share information regarding educational programs that have proved highly effective.

In addition to being the most valuable instrument the Department could employ for the dissemination of directives and information, *California Education* has been the most economical means found for doing the job. Obviously, the cost of developing and mailing information on separate items is prohibitive by comparison with that of including all items in a monthly publication; and unless the schools are kept informed as a group regarding changes required in their management and operation, the Department must answer requests for information on an individual basis.

California Education represents the first step ever taken by the Department of Education to focus attention consistently on all phases of the educational program offered by the public schools and to provide the guidance and leadership required to make certain that every effort is made to keep all phases of the program strong and of sufficient scope to meet the established objectives. What the next step will be is a deep mystery, for the Department was satisfied with *California Education* and had made no plans for its elimination. Apparently, this publication was serving the purpose for which it was intended, for many government

and school officials had expressed themselves as believing that *California Education* was the best publication of its kind and that the information presented was both timely and valuable. Perhaps A. Alan Post, Legislative Analyst, will recommend a replacement for the publication since he recommended its elimination, or perhaps the members of the Legislature can offer a worthwhile suggestion since they voted to accept the recommendation.

—W. J. W.

This Is the Final Issue of *California Education*— Appropriation Eliminated by Legislature

On recommendation of the California Legislature's Free Conference Budget Committee, the funds for publishing *California Education* were eliminated from the budget, and both the Assembly and Senate approved the budget thus submitted. The members of the Free Conference Budget Committee were: Senator George Miller, Jr. (Democrat), Chairman; Senator Stephen P. Teale (Democrat), member and Chairman of the Senate Subcommittee which first recommended the appropriation be cut; Senator Richard J. Dolwig (Republican); Assemblyman Robert Crown (Democrat); Assemblyman Howard Thelin (Republican), and Assemblyman Carley Porter (Democrat).

The Assembly Subcommittee on the Department of Education budget headed by Gordon Winton had recommended the continuance of the \$41,500 appropriation, and the Assembly included it in the version of the budget it passed originally.

The Senate Finance Subcommittee headed by Senator Teale recommended the appropriation for *California Education* be eliminated, and it was not included even in the original version of the budget passed by the Senate. Senator Teale and Senator Virgil O'Sullivan were high in their praise of *California Education* but still recommended against an appropriation for it. They, along with A. Alan Post, the Legislative Analyst, seem to think teachers and others connected with the schools should have to subscribe and pay for it even though its main purpose is to implement the legislation on education enacted by the Legislature and the policies and actions of the State Board of Education.

Lip service is given to reducing local property taxes and raising the incomes of teachers and other school personnel. Yet, this recommendation of Mr. Post and the action of the Legislature in eliminating state funds for *California Education* is in line with other similar contradictory moves of the last year or two as follows:

- Local districts, starting in 1965, were required to pay the state for copies they wanted of the state *Physical Education Manual* out of their own funds.
- Local districts, starting in 1965, were required to pay the state if they wanted the *Teachers Music Guide*.
- In addition there is continued talk of charging tuition in the state colleges and university; and the first concrete step was taken this year as a result of a recommendation of Mr. Post to charge the students at the California Maritime Academy approximately \$240 more than the cost of their board and room.

There is a critical need to increase the state's share in the support of the public schools of California from its present approximately 35 percent to 50 percent. Instead, apparently for political expediency, things seem to be going the opposite direction.

If you have found *California Education* to be helpful and wish it to be started up again sometime in 1967, it is suggested that you contact members of the Assembly and the Senate and ask them to appropriate the necessary funds early in the 1967 General Session of the Legislature.

—E. T. C.

Credential Cases to Be Investigated by Bureau of Criminal Identification and Investigation

California Legislature Follows Legislative Analyst's Recommendation To Transfer to the CII the Department of Education's Unit Responsible for Checking Complaints Against Teachers

The Legislative Analyst's position in state government is one of watchdog of state expenditures, and that is a proper function. And by assuming this position, he must recommend budgetary cuts or increases that are both sound and feasible. In one of his recommendations to the Legislature during the recent budget session, he suggested that the Legislature move the professional staff of the Investigations Office in the Department of Education to the Bureau of Criminal Identification and Investigation in the Department of Justice.

The move is feasible—just as feasible as moving all the Department of Education into the Department of Justice—but the soundlessness of the move has the educators on Capitol Mall wondering where an analyst and several legislators got their courses in logic and economics.

Max Rafferty, Superintendent of Public Instruction, tried many times during the recent session to find the *soundness* of the recommendation. At one point prior to the Legislature's making its decision to take the Investigations Office out of the Department of Education, Dr. Rafferty sent the following letter to the members of the California Legislature. In it he presents his position regarding the matter and asks the Legislature to withhold action on the Analyst's recommendation until the next regular session, but the Legislature chose to follow the Analyst's recommendation.

Here is Dr. Rafferty's letter:

First, I wish to point out that I favor any organizational changes that show promise of leading to greater efficiency and economy in state government. I have no bureaucratic desires to build or to keep an empire in the Department of Education. I think my administration proved this when it cooperated in the transfer of the vocational rehabilitation staff to the Department of Social Welfare, where it seemed logically to belong.

The transfer of the Department of Education's three teacher credential case investigators, however, we know would be less efficient and only add problems—not solve any. I would be negligent in carrying out the duties of my office if I did not inform you that this is true and that the change would not affect me personally at all.

A clear distinction should be made between administrative type investigation work and *criminal* investigations. Although teacher credential cases sometimes involve criminal action, large numbers of them do not; and in no event do investigators of teaching credential cases make arrests or follow people to see what they may be about to do next. Their work is simply to check into records of past behavior

and investigate complaints, many of which relate to purported immoral acts and acts involving unprofessional conduct. This administrative type of investigation involved in state licenses or credentials should be kept distinct from criminal-type investigations. I'm sure this is the reason that most, if not all, departments in state government which issue licenses or credentials have their own investigators.

A further reason that other departments which issue licenses or credentials have their own investigators is to facilitate their work by having them close to records and other related personnel. The attorneys who must work with such cases also are in the departments involved, and the close proximity of the licensing body involved, its investigators, and its attorneys makes possible much greater efficiency and the close coordination which are so essential for an effective operation.

Some of the other departments in California government and the number of investigators reported in the budget for 1965-66 are:

- Department of Alcoholic Beverage Control—270 special investigators
- Division of Corporations of the Department of Investment—28 special investigators

- Division of Investigation of the Department of Employment—98 special investigators and a clerical staff of 24.8
- Department of Labor Law Enforcement of the Department of Industrial Relations—19 special investigators
- Investigation Section, Division of Registration, Department of Motor Vehicles—181 special investigators and a clerical staff of 43

Much has been made of the tremendous backlog of teacher credential cases in the Department of Education which has been a well-known fact for some time, at least in the Department of Education. There is no question that there are many cases which cannot be investigated without long delays with the present meager staff. There are even cases that should be investigated for which there is no time at all. The reasons for this are clearly reflected in the accompanying table, "Case Load Data for Department of Education Investigators from 1952 to 1965."

The preceding facts have been called to the attention of legislative committees every year since I have been in office without any positive action to increase the number of investigators so as to take care of this critical backlog. This, in turn, is probably due in part to the fact that the Legislative Analyst has repeatedly insisted on closing his eyes to the situation and has repeatedly recommended the elimination of our request to augment our staff.

The Legislative Analyst's opposition to providing an adequate staff of investigators to handle the teacher credential caseload is extremely difficult to understand in view of the fact that no state money is involved. Teacher credential fees are the sole source of revenue for the whole credential process, including the

salaries of the investigators, the time the department's attorneys devote to such cases, and the back-up staff of clerical workers.

Now we have the preposterous proposal that if our three investigators are just transferred to the Department of Justice, through a budget sleight of hand operation, the backlog of teacher credential cases will with a "wave of the wand" disappear like magic. Let me emphasize one very simple fact: transferring the same three investigators, concerning whom there has been no criticism either in regard to efficiency or effectiveness, from the Department of Education to the Department of Justice will not solve any problem whatsoever. It will only complicate their work and make coordination with the attorneys and the Credentials Committee more difficult. It will separate records, physically remove them from day to day conferences and consultations, and without doubt substantially increase cost due to the additional overhead and distance. It will, in all probability, result in still fewer cases being investigated and more teachers guilty of immoral, unprofessional, and disloyal conduct continuing to teach in the public schools.

The only real solution to our credential caseload problem is simply to face the facts clearly shown in the table in this report and add as many investigators as the Teacher Credential Fee Fund will make possible until the backlog is eliminated. It should not take any great study, or strain anyone's imagination, to see why there is a backlog now with 1,509 complaints needing investigation and only three investigators when two investigators had their hands full investigating 315 complaints in 1952-53. The administrative aspects of this

(Continued on page 30)

**Case Load Data for Department of Education Investigators
from 1952 to 1965**

Period	Certified personnel	Total complaints received	Complaints requiring investigation	Case load per man	Investigators employed	Normal needs
1952-53-----	100,000	700	315	20	2	2
1955-56-----	125,000	1,175	529	21	2	2
1957-58-----	150,000	1,343	604	25	2	3
1959-60-----	175,000	1,537	682	29	2	3
1961-62-----	245,000	1,901	855	24	3	3
1962-63-----	265,000	2,575	1,159	39	3	5
1963-64-----	275,000	2,975	1,339	45	3	5
1964-65-----	285,000	3,375	1,509	51	3	7



JOHN R. EALES
SECTION EDITOR

California Legislature Terminates Department's Role in Accrediting Secondary Schools

By Henry M. Gunn
Acting Chief

and Everett V. O'Rourke
*Consultant in Secondary Education
Bureau of Elementary and Secondary Education*

Accreditation of secondary schools in California has, for many years, been a joint responsibility of the California State Department of Education, the Accrediting Commis-



Henry M. Gunn



Everett V. O'Rourke

sion for Secondary Schools of the Western Association of Schools and Colleges, school districts, and secondary schools. Now, through action of the California State Legislature at its 1966 session, one member of the team, the California State Department of Education, has been eliminated and the Department has been penalized three positions for such professional activity.

The following, in brief, will give the reader an idea of the recent history of accreditation of high schools in California and the present process. In 1953 the Western College Association, the recognized accrediting agency for four-year colleges in the western states, undertook the accreditation of junior colleges in California. This move was made in cooperation with the State Department of Education and the California Junior College Association. Accreditations have been taking place since that time, with the essential element in the accreditation process being a visit to the campus by an "accrediting team" composed of representative educators, including members of the

staff of the Department of Education. In 1956 the California Association of Secondary School Administrators devised a voluntary and experimental system of self-appraisal and accreditation for high schools. The Department of Education again cooperated in this undertaking by participating in visits to high schools and by being represented on the Accreditation Commission, which is the body that finally approves or disapproves recommendations for the accreditation of specific schools. The accreditation process is essentially the same for both junior colleges and high schools. In 1962 the Western College Association became the Western Association of Schools and Colleges (WASC), which is made up of the Accrediting Commission for Senior Colleges and Universities, the Accrediting Commission for Junior Colleges, and the Accrediting Commission for Secondary Schools.

Purposes of Accreditation

The purposes and values of high school accreditation and the procedures involved in accrediting high schools have been set forth by WASC's Accrediting Commission for Secondary Schools. The purposes and values have been outlined as follows in the WASC publication *Visiting Committee Handbook Accreditation Program for Secondary Schools*:

- a. Give recognition to the quality of instruction and achievement of the graduates of each high school.
- b. Identify problems which need attention and upgrade instruction.
- c. Provide a foundation to enable the school to devise curricula which embrace the range of student interests and abilities.
- d. Interpret the school program to the community.
- e. The Western Association of Schools and Colleges, Commission for Secondary Schools believes that a good secondary school
 - (1) makes energetic efforts to know the details of the wide variation in interests, needs, and abilities which exist among its pupils
 - (2) is constantly redefining and reappraising its goals in terms of the changing needs of society

- (3) evaluates the outcomes of its program in terms of the development of the individual pupils and the successes of its graduates
- (4) is continually striving to improve its methods for encouraging the development of individual pupils
- (5) is concerned with providing a staff, materials of instruction, and physical facilities which will ensure the maximum progress of each pupil toward his specific educational goals.

Procedure for Accreditation

The accreditation procedure consists of four major parts, and it has been outlined as follows in the WASC handbook cited earlier:

- a. An application for accreditation from a secondary school.
- b. Description and self-evaluation of the high school program and facilities completed by the staff and students of the school in accordance with detailed guides made available by the Accrediting Commission. The fields of study comprise the philosophy, the school and the community, program of studies, curriculum development, materials of instruction, student personnel services, student activity program, administrative staff, instructional staff, classified staff, the school plant.
- c. The description and evaluation is studied in advance by a Visiting Committee whose membership includes a representative of the Department of Education, a representative of a college or a university, a county office curriculum coordinator, and two principals of high schools at least one of whom must be distant from the high school undergoing accreditation. The Committee then spends three days at the high school in inspection, questioning of faculty and students, and in assessment of strengths and weaknesses of the instructional program. Finally, the Committee composes a report and makes a recommendation concerning a term of accreditation.
- d. The original application prepared by the school through its self-evaluation, together with the Committee's report, is finally considered by the Accrediting Commission for Secondary Schools. This Commission includes:
 - (1) four representatives of the California Association of Secondary School Administrators,
 - (2) two representatives of the California Association of School Administrators,
 - (3) one representative of independent schools,
 - (4) three representatives of church-related schools,
 - (5) one representative of the Senior College Commission of WASC,
 - (6) one representative of the Junior College Commission of WASC,
 - (7) one representative of secondary schools of Hawaii, and

- (8) one representative of the California State Department of Education.

The Accrediting Commission decides whether a high school shall receive a full term of accreditation—five years—a limited term of accreditation, any number of years from one through four years, or no accreditation. If a school receives a limited term of accreditation, this means that the school has some areas which need immediate and careful attention as indicated in the self-evaluation of the school and the report of the Visiting Committee.

If these weaknesses have been corrected within the period of accreditation granted, a school may submit a progress report and request revisitation. In such cases, two members of the previous Visiting Committee return to confirm the progress made and may, recommend an extension of accreditation up to the balance of a five-year term. The recommendation of the Revisiting Committee is acted on by the Accrediting Commission for Secondary Schools before the extension of accreditation is granted. If a school receives no accreditation, it may reapply within a year to the Accrediting Commission for Secondary Schools for a complete reprocess of self-evaluation, visitation, and appraisal.

Demands on Department

The demands for staff members of the State Department of Education to serve on accreditation committees have been exceedingly great, but the staff has recognized the importance of accreditation and has been willing to meet the demands in addition to meeting its regular responsibilities. The extent of these demands becomes clearly evident in the following table:

Year in which accreditation was made	Number of schools requesting accreditation	Number of Visiting Committees	Number of Department personnel serving on committees
1962-63-----	78	71	53
1963-64-----	131	107	64
1964-65-----	146	108	98
1965-66-----	156	98	74

And since the number of schools requesting accreditation has increased annually, it is only natural that the demand for the Department to participate has become increasingly greater. In fact, a few years ago a point was reached at which it was unreasonable to expect the staff to do its own work in addition to assuming the added responsibility of serving on accreditation teams.

Therefore, in its budgets for the last three years, the Department has requested approval

for three additional positions, with supporting data as to why the positions should be approved and financed. The Legislature has denied the requests in each budget year but has allowed continuance of staff members on visitation accreditation teams and a staff member assigned to serve on the Secondary School Commission.

Accreditation is one of the best controls that can be exercised to guarantee that programs in the schools meet legal standards specified by the state and are adequate and appropriate to meet the needs of the communities served by the secondary schools. Therefore, by providing personnel to serve on accreditation committees, the Department of Education has been providing a valuable service to the state, a service for which the state should be willing to pay.

Recommendation of Analyst

However, by action of the Legislature, participation by members of the staff of the State Department of Education has been terminated. The action of the Legislature was based on the recommendation of A. Alan Post, Legislative Analyst, which was as follows (pages 239-40, *Analysis of the Budget Bill of the State of California for the Fiscal Year July 1, 1966, to June 30, 1967*):

One of the most common activities performed by the Department's consultant service bureaus involve [sic] the accreditation of California secondary schools.

This activity is not mandated by the education code but is carried out by the Department on an informal basis in cooperation with the Western Association of Schools and Colleges. The department states that the main purposes of the accreditation procedure are to assist school districts to evaluate their programs, help the district demonstrate to the community that it is providing its pupils with a good education, and to assure colleges and universities that the college preparatory courses are adequate.

Under the accreditation procedure visitation committees organized by this agency make periodic visits to the state's public and private secondary schools to assist them in evaluating the instructional and administrative operations. The visitation committees are normally composed of five members, a representative of the Department of Education from one of the bureaus, primarily from the Division of Instruction, a representative of a college or university, a county or district curriculum specialist, an administrator, and a classroom teacher.

These individuals review questionnaires previously completed by the administration, instructional staff,

and part of the student body, and on the basis of such review recommend that the school be accredited for a one-to-five-year period.

In 1964-65 departmental personnel participated in a total of 98 visitations requiring 510 man days or 2.3 man years of staff time. This was equivalent to a General Fund cost of approximately \$34,000. The same number of visits are presently budgeted for 1966-67 although we understand that the department intends to budget over 700 man days for this purpose if sufficient staff time is available. This

(Continued on page 10)

The Story of the Cut

A budgetary cut by the 1966 Legislature of three full-time consultants from the Department of Education's already limited staff was the result of the Department's request to add three staff members to make up for the time spent on accreditation teams presently spread among approximately 55 people as an extra duty. This cut was agreed upon by the Free Conference Budget Committee on the recommendation of A. Alan Post, Legislative Analyst, *in spite of* (1) the value of secondary school accreditation work; (2) the fact that the basic staff of the Department's Instructional Division had fewer people in 1965 than in 1955; (3) the vast growth in California schools, now a \$2.5 billion enterprise; (4) the great increase in programs mandated by the Legislature in recent years; (5) the requirements of Education Code Section 7751 and the California Administrative Code, Title 5, Education, Section 96, requiring the State Department of Education to approve courses of study adopted by local governing boards; and (6) the fact that several positions were also eliminated from the Department's staff in 1965 on the claim of Mr. Post that the phase I report of the Arthur D. Little, Inc., study justified it.

The members of the Free Conference Budget Committee which was instrumental in cutting the three positions were: Senator George Miller, Jr., Chairman; Senator Richard J. Dolwig, Senator Stephen Teale, Assemblyman Robert W. Crown, Assemblyman Carley V. Porter, and Assemblyman Howard J. Thelin.

—E. T. C.



EDWARD B. STARK
SECTION EDITOR

SPECIAL EDUCATION

The California School for the Deaf

By Myron A. Leenhouts

*Assistant Superintendent for Instruction
California School for the Deaf*

California began its official support for the education of deaf children on May 1, 1860, when the first class, composed of two girls and one boy, assembled with their teacher in a

rented room on Tehama Street in San Francisco. Only two months earlier, a group of 20 women had formed the Society for the Instruction of the Indigent Deaf, Dumb, and Blind. In that short time, the society raised sufficient money to pioneer a program in the education of deaf children which has developed since that time to



Myron A. Leenhouts

its present position of international prominence.

Six months after the first class had met, the enrollment had grown to 16 students, and another teacher had been hired. Subsequent growth was so rapid that, within six years, the California Legislature set about to find a site for a state residential school to meet the ever-expanding needs of both the deaf and the blind children of California. After a careful search for land "in a suburban locality," a search which considered more than 40 possible locations, the present site in Berkeley was chosen.

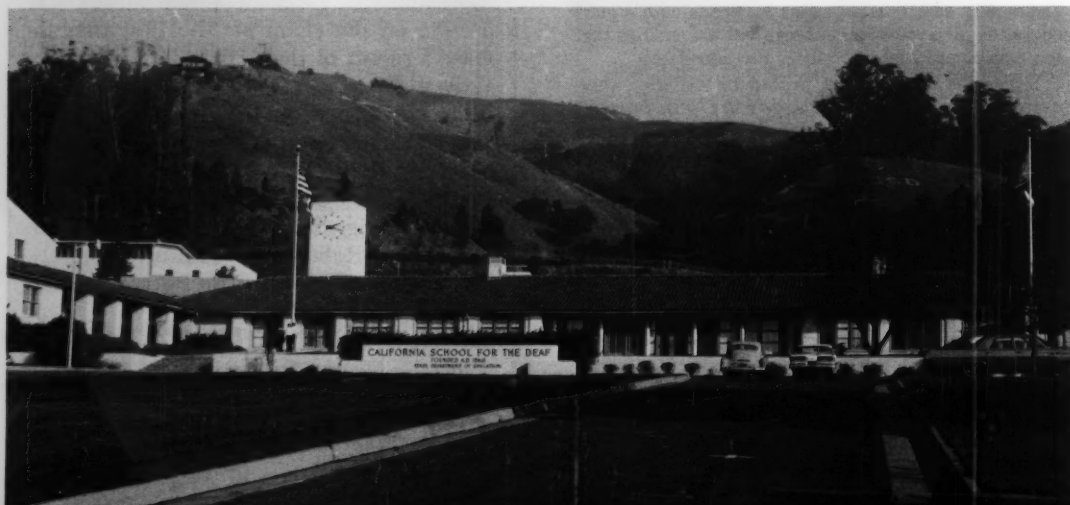
This site of 130 acres was purchased for slightly more than \$12,000.

Warring Wilkinson, the school's first principal, ably described the site, with its "outlook over varied and extensive landscape and a water view of surpassing loveliness." In 1966, his description would require only a slight revision; the campus has lost its suburban atmosphere, but it retains the awesome panorama of the San Francisco Bay, with its famous bridges and its picturesque backdrop of San Francisco and the mountains of Marin.

The first building on the Berkeley campus was a stone structure of Gothic design; however, it was used for only a few years, for fire destroyed it in 1875. Stones salvaged from this original building now form the wall which surrounds part of the campus.

By 1885 the school had grown to 150 students with ten teachers, and several new buildings had been erected. The names of these buildings, the last of which was razed in 1950, memorialized persons whose devoted service or monetary support had assured the continuing program offered by this young and growing school.

The growth and progress of any institution depend largely upon its administrative leadership. In this respect, the California School for the Deaf, Berkeley, has been most fortunate. Warring Wilkinson, Douglas Keith, Laurence



Milligan, William Caldwell, and Elwood Stevenson served as superintendents before Hugo Schunhoff, who has continued the pattern of progressive leadership since 1960. During the past 35 years, all buildings of the 1885 vintage have been replaced with modern facilities, evidence of California's interest and concern for the education of its deaf children. The school's classrooms, student residences, and recreation and service areas all contribute to a friendly, warm, and relaxing environment in which the business of education is carried on with purposeful persistence.

Today the school has nearly 500 students, more than 80 on the teaching faculty, and a total of more than 200 staff members who are concerned with the complete care and welfare of the deaf children enrolled in the school.

The Curriculum

The program includes a comprehensive academic curriculum from kindergarten through the senior high school. Communication skills—which include language expression, reading, speech, and speech-reading—command considerable emphasis in the educational objectives; and auditory training, mathematics, social sciences, and science complete the academic schedule. In addition, junior and senior high students study prevocational and vocational subjects for part of every school day, the purpose being to prepare all students either for further training or for employment after graduation. Offerings for the boys include printing, cabinetmaking, carpentry, upholstery, baking, metal shop, offset press, and drafting; for the girls, there is dressmaking, power sewing, arts and crafts, homemaking, and business education. Accompanying the program of skills development are courses in related trade language and lessons in vocational ethics and proper conduct on the job.

Extracurricular Activities

Since the school is primarily residential, out-of-class care and activities are provided for the students. A staff of 46 counselors, three supervising counselors, and a dean of students are the substitute parents and guidance staff for the boys and girls. The counselors are ever conscious of their responsibility to provide for the children opportunity to participate in extra-



Max Rafferty, Superintendent of Public Instruction, joins some children in a birthday celebration at the California School for the Deaf, Berkeley.

curricular activities of the type that will be conducive to the use of oral language and to the development of manners and etiquette. Frequent parties and trips to parks, to fairyland, and to the zoo comprise the social life of the younger pupils, while the older ones enjoy participation in the school dances, Boy Scouts, Camp Fire Girls, Literary Society, interscholastic athletics, and many other activities which make school life interesting as well as purposeful.

The training of deaf students in this residential school includes not only academic, vocational, and social development, but also the opportunity for religious instruction which normal children may acquire through parent guidance and precept. Members of the clergy of various denominations cooperate in this valuable service to the student body. On Sundays, students who remain on campus for the weekend attend the services of the church of their parents' choice.

The School's Graduates

In a narrative of this nature the writer must succumb to the inevitable temptation to boast about the accomplishments of the school's alumni. More than 3,500 deaf children have received instruction at the California School for the Deaf, Berkeley. Of this number, nearly 1,000 have earned high school diplomas or certificates of completion. Exactly 200 have been qualified for higher education, and 15 have received degrees beyond the baccalaureate.

The employment record of both the professional and vocational career graduates has been impressive. Of those who have graduated from college, 62 have followed the teaching profession, and 21 of them have been employed by the California School for the Deaf, Berkeley. Other alumni have become librarians, chemists, athletic coaches, artists, sculptors, a veterinarian, a wood-carver, and a civil engineer. Eight of the school's graduates have held positions of importance at the federal level, and 48 at the state level. More than 50 have held responsible offices in local, state, and national organizations of, and for, the deaf.

Although the vocational occupations of all the school's graduates are not known, deaf adults are now successfully working as printers, industrial and electronic assemblers, bakers, carpenters, draftsmen, engineers, engravers, clerical workers, key punch operators, farmers, lens grinders, gardeners, painters, miners, machinists, shoe repairmen, upholsterers, cabinetmakers, wig-makers, and fishermen.

It is estimated that less than 5 percent of the school's graduates have been unable to provide for themselves, and an even smaller percent has required institutional care.

Proud of Contributions

The State Department of Education and each department of the California School for the Deaf, Berkeley, are very proud of the contributions they have been able to make to the total welfare and training of those thousands of deaf citizens the school has served. Teachers, counselors, janitors, clerical personnel, food service personnel, groundsman, maintenance men, and engineers all have contributed to the development and high morale of the student body. The achievements of the deaf, both as students in this school and as productive citizens, eloquently express the gratitude these students have toward all who, through the years, have contributed to their education and to the growth and reputation of their alma mater.

No greater compliment can be paid the school than to say that it achieves its stated aim: "To inspire in each student something finer than culture, something rarer than competence, something nobler than success."

DEPARTMENT'S ROLE IN ACCREDITING IS LOST

(Continued from page 7)

would result in a General Fund cost of over \$43,000 for this activity which is not required by the Education Code.

We recommend that an amount of \$38,465 be deleted from personnel services for the department for a reduction of 3.1 professional positions and that operating expenses be correspondingly reduced. We believe that this reduction is desirable since the accreditation visits performed by the Department are not a mandated activity. In addition it is noted that we are recommending approval of many new consultant positions to administer new state programs. Our recommendations for terminating Departmental accreditation visits would prevent the Department from allocating the staff time of these positions to this nonmandatory activity. Should our recommendation be implemented, the Department would still be able to keep informed of the reports of the accreditation committees since these reports are presently made available to the Department.

No Role in Accreditation

Since the Legislature followed the Legislative Analyst's recommendation, the California State Department of Education and the California State Board of Education will now have no voice in the process and procedure of accrediting the public secondary schools of the state even though it is a responsibility of both the Department and the Board to know how the schools are operating in accordance with the laws and statutes in the Education Code and the regulations in California Administrative Code, Title 5, Education. The visitation to schools with visitation accreditation teams has been one of the most valuable and pertinent means for Department staff members to evaluate the schools in action and to confer with teachers, administrators, counselors, students, and classified staff. Approval of courses of study is mandated, and it has been deemed advisable and necessary that Department personnel be involved in accreditation visitations to make approval more than a pencil and paper process. Discontinuance of participation of the members of the Department in the accreditation process does not mean that it will not be necessary for members of the Department of Education to visit schools to know the operation of the schools first hand.

ADULT EDUCATION

Training Teacher Aides at Hanford

By Roland K. Attebery
Principal, Hanford Adult School
and Mrs. Beverley Gibson
Instructor, Hanford Adult School
Hanford Joint Union High School District

During recent years much thought has been given to the necessity of relieving the teacher of some of his routine classroom chores by using teacher aides. Arthur Pearl and Frank



Mrs. Beverley Gibson



Roland K. Attebery

Riessman, in their book entitled *New Careers for the Poor*, strongly endorse the employment of nonprofessional personnel from low-income groups to serve as teacher aides. However, not many school districts were financially able to employ such aides until federal money was made available for this purpose.

After some of the school districts in Kings County began using teacher aides, they found that a number of the aides needed more orientation to their roles as well as better training in skills than hard-pressed schools could provide in inservice training. Therefore, when the guidelines for Title I of the Elementary and Secondary Education Act were announced, Hanford Adult School proposed to offer a course for teacher aides. School district administrators responded enthusiastically and offered to bring suggestions to an organizational meeting.

Under the leadership of the Hanford Adult School Principal, Roland K. Attebery, a meeting was called of all superintendents interested in using trained teacher aides in their federal or state projects. At this meeting Mrs. Beverley Gibson, Instructor at Hanford Adult

School, presented for discussion a tentative outline of the course. The discussion produced the following basic aims and procedures for a course to train women, primarily from the poverty group, to work as teacher aides:

- The aims of the course would be to teach prospective aides educational vocabulary and practices and to introduce them to specific areas of study.
- All superintendents would interview applicants from their own districts. Those hired as regular or substitute aides would be enrolled in the course of training.
- At the end of the course, an evaluation would be completed for each aide and a record of the results placed on file in the Hanford Adult School office. These evaluation records would be reviewed with the employing administrators to point out the individual aide's strengths and weaknesses. Graduates of the course would be termed "Trained Teacher Aides."
- The principal of each school would meet with teachers who have aides assigned to them to acquaint them with the training program.

A 30-hour course was designed in accordance with these aims and procedures. Its content covered specific activities and skills which would help the teacher and his pupils, including techniques of classroom housekeeping, bulletin board displays, use of flannel boards, games and activities appropriate to the class level, and so forth. Instruction was also given in the areas of child growth and development, backgrounds and differences of educationally disadvantaged children, and acceptable techniques of discipline and control. Finally, the course offered orientation to district employment prerequisites, professional ethics and attitudes, and personal relations with the teacher, administrator, and other district employees. Other requirements for school staff employees, such as punctuality, appropriate dress, and cooperativeness, were also reviewed.

After completing the course, the aides were assigned to the schools to work in ESEA projects begun shortly after the first of this year.

Although it is too early to evaluate the work of the aides trained in the program, the teachers, consultants, and administrators are

(Continued on page 15)



EUGENE M. DEGABRIELE
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PUPIL PERSONNEL SERVICES

A Differentiated Teaching Staff

By Dwight W. Allen

*Associate Professor of Education
Stanford University*

Central to the study of the organization of educational programs is the consideration of the role of the teacher in a professional staff. The current model of teacher use is a model that originated in the nineteenth century, and it needs considerable reexamination as we consider the problems faced by education today.

The present concept of help for the teacher dates back to a nineteenth century normal school model, where the teacher typically had completed the ninth grade and one year of normal school. Then it was valid to assume that the teacher probably was not able to cope with educational problems confronting him, so we had to build help for the teacher—a hierarchy of professional persons who were available to teachers as consultants to backstop their inadequacies.

The training of teachers today is not even remotely similar to that of a century ago. Teachers have four or five years of college education and are better able to deal with both their teaching subjects and their students. No longer is even the beginning teacher in danger of being run out of the classroom by his students. Yet, help for the teacher remains the same: supervisors and consultants and curriculum coordinators and administrators.

Need for New Concept

We need a new concept of help for the teacher: clerks and proctors and technical assistants and teaching assistants and research assistants. The objective is not to eliminate curriculum coordinators and consultants and other kinds of specialized help but to emphasize the role of the teacher as a professional, with various kinds of technical assistants to

help the teacher with his professional responsibilities. Presently we fail to differentiate between the competence needed to teach, which requires five years of college education, and the competence needed to run a ditto machine. The teacher today is cranking his own ditto machine and typing his own stencils, and proctoring, and acting in the capacity of technical assistant as well as instructional leader. We have an undifferentiated staff, reminiscent of the medical profession at the turn of the century when the family doctor was responsible for the full range of medical services without nurses, laboratory technicians, or other assistants.

The current role of teacher is typified by no differentiation in staff responsibilities. A teacher is a teacher is a teacher. Teachers are interchangeable. Promotions take teachers away from students. If a teacher becomes a department head, he teaches fewer students. If he becomes a counselor or administrator, it is likely that he does not teach students at all. It is a rather strange kind of profession where all promotions are away from the clients that we are attempting to serve.

Only Way to Advancement

The only way to get advancement as a teacher is either to grow older on the job or to go back to school and take more courses. These criteria do not emphasize the professional aspects of teaching or the professional responsibilities of teachers. Consider the example of a fairly large high school where three teachers teach, say, ninth grade English. The first teacher has been recognized as the outstanding teacher of the county, so we assign 30 students to each of his classes. The second teacher has had tenure for years but is mediocre almost to the point of being incompetent, so we assign 30 students to him. The third teacher is a first-year teacher, untried, possibly outstanding, possibly incompetent—we just do not know—so we assign 30 students to him. We pretend to

NOTE: Dr. Allen presented the ideas contained in this article to the State Board of Education earlier this year. Because of the interest shown in Professor Allen's ideas, the section editor for Pupil Personnel Services is devoting her space in this last issue of California Education to "A Differentiated Teaching Staff."

the students, their parents, and ourselves that all students are getting the same ninth grade English, which is manifest nonsense. Parents would rather have their children in a large class with an outstanding teacher than in a small class with a marginally competent teacher. Class size is not the prime issue. No matter how few students are in a class, the instructional situation cannot be good if the teacher is not competent. We need to find some way to differentiate the responsibility of the outstanding teachers and to use other teachers in supporting roles. The outstanding teacher should be responsible for the education of more students, not less.

This is not a merit pay proposal. Under merit pay, teachers have the same responsibilities but get different compensation. A board of experts monitors teaching competence and differentiates merit categories with special status and compensation. This system does not help the students who do not have these favored teachers. Instead of merit pay, we need a differentiated teaching staff where not only do teachers have different compensation, but they also have different responsibilities.

Four Categories of Teachers

For purposes of examining the idea, we can identify four categories of teachers, four differential teaching staff responsibilities. Based on a mean salary of \$7,800—not atypical in California school districts today—a proposed salary range of \$5,000–\$18,000 would be compatible with present staff expenditures. Additional funds would not necessarily be needed to differentiate staff in accordance with the present example.

The first category would be Associate Teacher, with a range in compensation of \$5,000–\$7,000, perhaps, in ten steps (this detail is not important). Typically, this teacher would have at least an A.B. degree. The category should not be tied specifically to preparation or course units, although we can think of median levels of preparation associated with the differential staff ranks.

The second level would be Staff Teacher, with a salary range of \$7,000–\$9,000. Advancement might be more accelerated within this staff category, perhaps five annual incre-

ments. Typical preparation would be a fifth year of college.

The third category would be Senior Teacher, with a salary of \$9,000–\$12,000, with probably an M.A. degree.

The highest level might be designated a Professor. The title is not important, but there should be a way to identify instructional responsibilities in the elementary and secondary schools that have commensurate professional responsibility and recognition with instructional positions in higher education. Compensation for the fourth staff category would range from \$12,000–\$18,000 and, similar to category three, would have perhaps four steps. This staff level would typically be associated with the doctorate and would enable a person who was interested in classroom teaching to have a full professional career in the classroom.

In the Secondary Teacher Education program at Stanford University, approximately 140 candidates are trained each year. These students would compete favorably in any group of professionals. They are a very select group. Four years ago, one of our students was voted the outstanding teacher at the high school in which he was interning, a fine school on the San Francisco peninsula. The quality of the entire staff is consistently very high, but this intern was voted by the senior class as the outstanding teacher of the year at this high school. Where is this man today? He is completing his doctorate in political science and is a finalist in one of the outstanding postdoctoral fellowship programs nationally. He is an outstanding person. Could we recommend, in good conscience, that this person stay in the high school classroom? In the high school classroom, he would have to wait ten to 12 years before he could rise to the top level of teacher compensation and recognition, with little opportunity to exercise either his initiative or his enthusiasm in the interim.

Inequities of Salary Scales

One of the inequities of teacher salary scales at present is the fact that if we compared the range of teacher competence and the range of teacher compensation, there is probably more competence concentrated in the middle range of the salary schedule than at the top ranges of the salary schedule. Teachers who have out-

standing ability and initiative eventually get promoted away from the classroom and monolithic salary schedules into counseling, administration, or higher education. Those who have less initiative and drive, although there are notable exceptions, remain in the high school and the elementary classrooms and eventually rise to the top of the salary schedule. Under present staffing policies, there is no way to recognize unusual talent or to extend its influence to benefit more students.

Consider the suggested first and second staff categories as tenured positions and the third and fourth categories as contract positions. This proposal would not require any modification in tenure laws; a person could be hired as an Associate Teacher and reach tenure as an Associate Teacher. He could be hired as an Associate Teacher or Staff Teacher and receive tenure as a Staff Teacher. Teachers in contract positions at levels three and four could still be tenured at level two in much the same way that administrators now are not tenured as administrators, although they may hold tenure as teachers in the district in which they are serving as administrators. Typically, levels three and four of the staff would be on 12-month contracts, rather than nine-month contracts, moving in a desirable direction of professionalism. This proposal initially provides for two-thirds of the staff at levels one and two and about one-third of the staff at levels three and four. A school district would have to think through specific differentiated staff responsibilities and promote teachers to fulfill a particular responsibility. When teachers are promoted by longevity, districts have no control over the proportion of staff dollars in relation to staff positions. Some districts in California anticipate that on the present salary schedule, their median salary level will rise by some \$500 over the next five years simply because of longevity and tenure of staff.

Advantages of Differentiation

What are the advantages of a differentiated teaching staff?

- First, automatic promotion regardless of competence is eliminated—a real key to improving professionalism in education. In a particular school five teachers may have the capability to operate at the highest level although only one position is available, in the same way that five people could competently

serve as administrators although only one position was open. However, once a person is promoted, he undertakes a responsibility which is different from the responsibility he previously discharged. We may not be able to promote and recognize all of the talent in the teaching staff, but at least there is the potential for the use of talent in differential service.

- Second, if we develop a differential staff, we will identify specific responsibilities at each level. The identification and development of these responsibilities will take considerable time and effort. A first approximation might be to think of the Associate Teacher as the *doer* who carries out curriculum developed by more senior members of the staff. The Staff Teacher may be the *illustrator* who works with the curriculum as it has been developed in general but illuminates it with different illustrations and enriches it in many ways. The Senior Teacher will probably have some say in shaping of the concepts of the curriculum, and the person who is operating at the top staff level should have a primary role in anticipating directions of curriculum development. This person could be looking ahead ten to 20 years, rather than placing the educational enterprise in the position of having to respond to developments in the total society after the fact. We need to organize schools and staff to *anticipate* the changes that will be needed in the educational enterprise.
- Third, the higher salary levels would be reserved for persons performing at levels commensurate with the salary level. This would encourage younger, talented staff members. There is a way to recognize talent early and reserve it for the high school or elementary classroom rather than lose it either to other professions or to other leadership positions in education.

A differentiated staff can also make effective use of persons who do not wish to accept heavy professional responsibility. Under the present system, once a teacher is employed, his compensation and responsibility proceed independently of his professional interest or competence. There are large numbers of teachers, primarily housewives, who do not wish to accept full professional responsibility and would be delighted to accept a more modest responsibility and compensation. There are many talented people who are unwilling to accept employment in the schools at all, at present, because employment implies undifferentiated responsibility. We have to think much more imaginatively about the use of the total personnel resources available to the schools, full or part time, and at all levels of competence and responsibility.

- Fourth, differentiation can eliminate labor-management connotations in staff negotiations. We are in a decade of decision in terms of how teachers are going to negotiate for professional status. There is a real danger that we will sharpen the dichotomy between the teacher-professional and the administrator-professional, a dichotomy which is most un-

desirable in the development of more effective education. It is not appropriate to adopt a model in education that is relevant to other circumstances but not to the development of a profession. By making it possible for classroom teachers to be better compensated and to have more substantive responsibility than some administrators, we will recognize the fact that teaching competence is the heart of the education enterprise.

- Fifth, a differentiated staff will facilitate innovation. If a staff is prepared to undertake differentiated responsibilities, then innovation will no longer be painful, traumatic, and difficult. We have to realize that we live in a world of change. We must learn to respond so that we do not have to make a disproportionate effort to institute minor changes.
- Sixth, there is a substantial organizational benefit from a differentiated staff. At present, organizational alternatives are severely limited by constant staffing formulas and monolithic requirements of staff use. The educational organization can become much more flexible—more alternatives can be considered. By identifying staff responsibilities more precisely, we can train staff to accept specific responsibilities. No longer will we be tied to the limitation of retraining the entire staff whenever change is desired.
- Finally, there are advantages in the identification and use of differential staff talents. Unsuccessful teachers might be used effectively if they did not have to perform the full range of teaching competencies. Some teachers who are excellent in terms of their creative ability have the fatal flaw of lack of classroom control; if we could differentiate staff responsibilities to minimize the necessity for such teachers to exercise class control, they could be constructive members of a teaching staff.

The Problems of Differentiation

A discussion of a differentiated teaching staff would not be complete without noting the problems associated with its implementation:

- It would be a major undertaking to differentiate teaching staff responsibilities.
- It would be difficult to establish working relationships among a differentiated staff.
- A differentiated staff implies modification of the total school program. We may have to consider different ways of instructing pupils other than in groups of 30 with a single teacher for an hour a day. The notion of a differentiated teaching staff goes hand in hand with other organizational and program modifications, some of which become possible and others of which become necessary if a differential staff is to be developed.
- There is a lack of precedents for educational decisions in systems in employing differential staff, and we would have to examine the way in which decisions would appropriately be made.

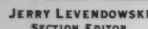
- We need to develop new concepts of staff training. Teacher education programs would have to be modified substantially, recognizing which of the tasks of teacher education would be preservice and what portion of teacher-education would be inservice training. Some formal training elements might be mid-career elements.
- Another problem is the rejection of differential teaching ranks by current staff threatened by performance criteria. Teachers who are now enjoying the benefits of an undifferentiated staff without commensurate responsibilities are likely to complain. A "grandfather clause" would take some of the pressure off the present incumbents.
- Finally, there is the need for overcompensation in lower staff ranks during transition periods. Some teachers now on salaries of \$10,000–\$12,000 would be assigned at the lowest level of differentiated staff. There will have to be provisions for the extra finances necessary, initially, to implement a program of differential staffing.

Unless we face the proposal of a differentiated professionalism in the teaching staff as we look forward to the next decades, we will limit the quality of American education. Approximately three out of every ten college graduates presently go into teaching. It is likely that education can attract more top candidates, and it is likely that we can eliminate some at the lowest level. But, by and large, we will have a "body politic" teaching staff much on the order of competence that we now have. We must use them more effectively.

TEACHER AIDES

(Continued from page 11)

apparently pleased with the work performance of the aides. Both consultants and administrators have commented upon the high motivation and enthusiasm evident in all of the aides. Teachers have been gratified that the initial transition to the use of teacher aides was smooth and easy because the teacher aide course had given the aides an awareness of classroom conditions and many specific skills that could be applied immediately. Teachers and administrators have unanimously voted to offer the teacher aide course again. In their opinion, the 30 hours of concentrated coursework prepared the aides in a greater variety of activity skills and techniques than would have been possible in a short inservice training program.



The Evolution and Development of Am

Significant
Events and
Personalities
affecting the development
of vocational-technical education

Educational
Curricula and/or
Institutions

Persian conquest of Egypt modified education which had been largely religious, ceremonial, military, practical and vocational.

Rise of Sophists as teachers in Greece. They tended to accelerate the growing individualistic temper in Athens.

Education rigidly controlled by state in Sparta.

Spartan child belonged to state from birth to death.

Needs of home, army, farm, and shop learned.

Practical education is emphasized.

Hedge Schools
Grammar Schools

Major aim of education in Europe was moral reform through the study of the Bible, languages, history. Luther: Advocated educational reforms—the work ethic. Copernicus } Science
Galileo }
Kepler }

The Protestant Reformation was a revolt for church reform and freedom from Middle-Age suppressions. Public schools founded in England; monasteries dissolved

PANEL II	EUROPEAN ROOTS
Mulcaster—opposed classicism	
Montaigne—education by tutors	
Beginnings of general education for the masses.	
Council of Trent (1545-63) Standardized training of clergy	

various schools still concentrating on at least some of the liberal arts.

	1550	
Reformation		Age of Reason
	Education through study of the classics.	

857—N.E.A. organized.
860—First U.S. Kindergarten, Froebel.
862-1890—Land Grant College Act (Morrill Act).
865—Imperial Technical School, Russia. (Della Vos)
Large group instruction to speed up training of apprentices.
868-1906—Rise of Trade Schools in:
France
England
Germany
America

- 1871—Opening of "The Whittling School" in Boston
- 1873—First free manual training school—Salicis Manual Training School, France (Gustave Salicis).
- 1876—Manual Training introduced to high schools, Philadelphia.
- 1876—Introduction of Manual Arts and Arts and Crafts—now Industrial Arts.
- 1876—Russian system shown at Philadelphia Centennial Exposition.
- 1876—Boston School of Mechanical Arts (Runkle).

- 1880—First annual training school in St. Louis (Woodward—"Put the whole boy in school.")
- 1881—New York Trade School.
- 1882—Sloyd School in Naas, Sweden, entirely for teacher training.
- 1884—First public supported high school for manual training in Baltimore.
- 1884—Industrial Education Association formed in New York City.
- 1887—Hatch Act, providing federal funds for support of agricultural experiment stations.
- 1888—Sloyd Association of Great Britain and Ireland formed. A system of manual training developed from a Swedish system included use of tools.
- 1893—Manual training school, Boston—first public supported normal training school.
- 1898—Technical high school established at Springfield, Mass.

vocational education for the farmer, the mechanic, the
 ergyman, the lawyer, the physician, the merchant, the
 an of business or leisure.

1870	<i>Industrial Revolution</i>
Introduction of manual arts training into high school curricula	

1890

On

Rise of specialized trade and technical schools at high school level.

335—Social Security Act. Vocational training for handicapped persons.

335—National Youth Administration. Vocational training and employment.

335—Works Project Administration and Public Works Administration providing vocational training, employment and work relief.

336—Fitzgerald Act. Promotion of apprenticeship related instruction by National agreement.

336—George-Deen Act. Added distributive occupations to vocational education authorizations.

336—Civil Aeronautics Authority. Sponsors vocational training for pilots.

- 1940—War Production Training. Training of "defense production" workers. Discontinued 1945.
- 1943—National Planning Resources Board recommends doubling of expenditures for technical schools and increasing adult education and training by 5½ times.
- 1944—Cserman's Readjustment Act, "GI Bill." Vocational Educational opportunities for veterans.
- 1945—New York plans 20 technical institutes.
- 1946—George-Barden Act. (P.L. 79-725). Superseeded George-Deen Act and added funds for guidance, teacher training, and research.
- U.S. joins UNESCO. Participates in organization of vocational training in underdeveloped nations.

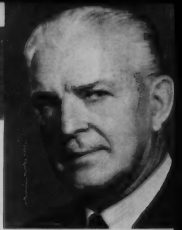
PANEL IV	GROWTH OF VOCATIONAL EDUCATION
1950—	Federal Vocational Education Program extended to the Virgin Islands (P.L. 81-462).
1956—	Health Amendments Act (P.L. 84-911). Practical nurse vocational education training and health occupations.
1956—	Federal Vocational Education Programs extended to Guam (P.L. 84-896).
1956—	George-Barden Act Fishing Amendment (P.L. 84-1027). Vocational education training in fishing trades, industry and distributive occupations.
1958—	National Defense Education Act (NDEA). Training of highly skilled technicians.

1920

The Depression with its attendant massive unemployment brings pressures to bear on education for new training programs. Industrial arts and vocational education are firmly entrenched in the curriculum.

1940	1950
<i>Growth of Vocational Education</i>	
Involvement of the United States in a global war calls for stepped-up training programs for developing technicians and engineers. Returning veterans flock back to school. Heavy emphasis on occupational training.	

JUNIOR COLLEGE EDUCATION



JOHN N. GIVEN
SECTION EDITOR

American Vocational-Technical Education

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VOCATIONAL-TECHNICAL EDUCATION

Age of Metal CHRIST. An apprentice carpenter. Best remembered for His teachings. Socrates } Set back Vocational Aristotle } Education by their sep- Plato } aration of the disciplines. Greek sailors learned from the arts of the Phoenicians, and borrowed technical skills in toolmaking, metalworking, weapon making from the East. Much was written in support of language arts and literature, philosophy, science, mathematics, history, art and music by Sophists and their Hellenistic followers. Beginning of municipal fiscal support for schools. Athens is intellectual center of the World, to be later succeeded by Alexandria.	476—Fall of Rome Charlemagne established Palace Schools and elementary schools for the Holy Roman Empire, but no special effort was made to develop Vocational Education. Pagan Schools closed by Justinian St. Benedict's Rule provided for reading and manual work. Monks became best farmers and craftsmen under impetus of St. Benedict's Rule.	Alcuin Feudal System basis for pattern of life and training.	Rise of Universities: Bologna 1113 Paris 1160 Cambridge 1284 Padua 1222 Pisa 1343 Naples 1224 Prague 1347 Salamanca 1243 Florence 1349 Oxford 1249 Vienna 1365 Thomas Aquinas (1225-1274): Emphasis on universal authority but vocational education virtually ignored. Roger Bacon (1214-1294): Advocates the scientific method.
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AD Roman Period	400 Dark Ages	800 Middle Ages	1275
Establishment of leisure class schools with the seven liberal arts as curricula.	Informal apprenticeship was the basic means of handing on technical skills and improving them. Greek Schools replaced by Cathedrals and Monasteries.	Palace Schools Parish Schools	Universities provided advanced vocational training for lawyers, theologians, medical doctors, college professors, the arts.

F VOCATIONAL-TECHNICAL EDUCATION

Statute of Artificers—(1562, England) National standards of skills in trades. Poor Law of 1601: England required vocational training of the poor. Comenius: Curriculum reform and organization—"ladder system," from School of the Mother's Knee to the classical school (Pansophic School Plan).	Signs of a shift in interest to commercial and manufacturing affairs. 1635—First Latin Grammar School, Boston. 1636—Harvard established. 1642—First compulsory Education Laws, Massachusetts. Curricula, the 3 "R's". 1647—"Deluder Satan" Law.	England: First Newspaper—1662 Bill of Rights—1689 Hecker: Realschule in Berlin—1747 Franklin: Academy—1750 Declaration of Independence—1776 Dissenters' Academies in England offer courses in agriculture, navigation, and commerce. Education of indentured Servants to perform tasks of artisans.	Pestalozzi: Sense perception techniques in education—1780. 1780—Beginnings of the Industrial Revolution. 1787—Northwest Ordinance—First Federal Aid to Education—sale of the 16th section of each township. 1799—French government takes over the trade school of La Montagne. Becomes first national school of trade and industry. 1799—Philip Fellenberg (Switzerland) organized a school for agricultural, handicrafts, vocational education
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1800 Compulsory apprenticeship and Workhouses for poor children (1562-1601). Curriculum reform suggested by Comenius to include mechanical arts.	1650 American Age of Enlightenment	1700 Beginnings of formalized education for trade and industry.
	1641-1800 Colonial Apprenticeship	

UTION OF VOCATIONAL-TECHNICAL EDUCATION

"The Vocational Education Movement, . . . beginning practically with the present century." David Snedden 1902—First Junior College in United States—Joliet, Illinois. 1903—Term "Manual Arts" introduced at N.E.A. Convention by Haney. 1906—Massachusetts Commission on Industrial Education reports. State aid given for industrial education courses. 1906—National Society for the Promotion of Industrial Education formed in New York City. (Beginning of Industrial Education).	1907—Wisconsin adopts vocational education. 1908—New York adopts vocational education. 1908—Beginning of cooperative education with formation of cooperative schools. 1908—Beginning of formalized vocational guidance. Vocational Bureau and Breadwinners Institute opened in Boston. Frank Parsons and Jim Brewer. 1909—First Junior High School, Berkeley, California.	1912—N.S.P.E. promotes state and national legislation for vocational education (Prosser). 1913—Bonsor proposes that industrial arts is both a subject and a method (School Arts Magazine). 1914—Smith-Lever Bill passed Aid to agricultural education. 1917—First Federal Publication of Policies for Vocational Education.	Beginning of vast demographic change. 1917—Russian Revolution. 1917—World War I. 1917—Smith Hughes Act (P.L. 374). First vocational education act for high schools. Federal money for training in agriculture, home economics, trades, industry, and teacher training. 1918—Commission on Reorganization of Secondary Education issues its famous <i>Cardinal Principles of Secondary Education</i> : health, command of fundamental processes, worthy home membership, development of a vocation, civic education, worthy use of leisure time, and ethical character. 1920—Vocational Rehabilitation Act. Training for handicapped persons.
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1900 The need for vocational-technical education as a public school responsibility is brought to the attention of the nation at large and is reflected in the public school curriculum at all levels.	1910 Birth of Modern Vocational Education	Federal funds tend to change secondary school curriculums throughout the United States to include agriculture, home economics, trade, and industrial subjects.
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IONAL-TECHNICAL EDUCATION IN AMERICA

1961—Area Redevelopment Act. Vocational Education training and retraining of unemployed is by law the responsibility of the Department of Health, Education and Welfare. 1962—Manpower Development [and] Training Act (MDTA), (P.L. 88-214) Training or retraining of unemployed to fill demand occupations. 1962—Public Welfare Amendment Act of 1962. Training of welfare cases to assume positions of gainful employment.	1962—Trade Extension Act. Vocational Education training of displaced workers. 1963—Higher Education Facilities Act (P.L. 88-204). \$230 million, 22% earmarked for technical institutes and community colleges. 1963—Health Professions Educational Assistance Act (P.L. 88-129). 1963—Mental Retardation Facilities and Community Health Centers Construction Act (P.L. 88-164).	1963—Vocational Education Act (P.L. 88-210). Sweeping provisions include: (1) Maintain, extend, and improve vocational education. (2) Develop new vo-ed programs. (3) Provide part-time employment while participating in vo-ed programs. (4) Expand training opportunities for all ages in all communities. 1964—Economic Opportunity Act (P.L. 88-452) (a) Job Corps; (b) Neighborhood Youth Corps; (c) Youth Conservation Corps. 1965—Elementary and Secondary Education Act (P.L. 89-10). 1965—Appalachian Regional Development Act.	1965—National Vocational Student Loan Insurance Act (P.L. 89-287). 1965—Higher Education Act (P.L. 89-329). Emphasis on aid for undergraduate students. 1965—National Technical Institute for the Deaf Act (P.L. 89-36). 1965—Economic Opportunity Act Amendments (P.L. 89-253). 1965—Health Professions Educational Assistance Act Amendments (P.L. 89-290). 1965—Manpower Development [and] Training Act Amendments (P.L. 89-15). 1965—Mental Retardation Facilities and Community Health Centers Construction Act Amendments (P.L. 89-105).
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1960 Occupational Preparation & Retraining	Renewed interest in General Education. . . . emphasis on the sciences, math, counseling
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RAY H. JOHNSON
SECTION EDITOR

ADMINISTRATION

Guidelines for Staffing

In recent years, the term "staffing patterns" has become the subject of increasing concern and controversy involving a wide range of educational issues. The California Association of School Administrators decided, therefore, to sponsor a study of this subject as a public service.

Purpose and Scope

The study focused on desirable goals, not on current practice. Its objective was to develop guides for use by administrators and boards in planning the optimum staffing pattern for individual school districts. Current district problems and staffing issues were studied in this context. Thus, this study is not concerned with the collection of statistical data, nor is it an evaluation of the staffing adequacy of California school districts. Its concern is the district planning process and the principles appropriate to this process.

In developing a planning guide sensitive to varying pressures and changing conditions, and from which appropriate staff allocations can be made, we have considered:

- The need for indicators which signal a potential problem in allocation, utilization, and administration of professional resources
- The factual information which should be considered in evaluating the need for a different staffing pattern
- The process of analysis and evaluation which should be used in deciding among alternative staffing patterns

We have assumed that the planning guide must allow for consideration of all points of view, including those of teaching and nonteaching personnel and of people within and outside of the educational system. We have tried to keep the guide general enough to serve districts of all kinds throughout the State of California

NOTE: Permission has been granted to run this summary of Guidelines for Staffing—a Study of the Ways to Facilitate Constructive Change in California School Districts, a study sponsored by the California Association of School Administrators and published in February, 1966, by Arthur D. Little, Inc., San Francisco, the consultant firm currently studying the organization of the State Department of Education.

—large or small; urban, suburban, or rural; wealthy or poor; ethnically balanced or imbalanced. We have also attempted to make the guide specific enough to be of practical use.

Our study included a field interviewing program among a number of California school districts and a few districts in the eastern part of the United States. We talked to school board members, superintendents, principals, teachers, and other professional personnel, as well as officials in state and local government. We also drew upon our experience in other organization studies of school systems, businesses and other institutions, and we reviewed the relevant literature, some of which is identified in the attached bibliography.

Conclusions

1. Two general sets of circumstances are causing concern with and change in the organizational structure and the development of human resources within school districts:

- a. The range and rate of change in educational developments and the effects of changes in the social structure of our communities are straining the traditional organizational systems of school districts. New discoveries of knowledge, new developments in instructional methods, materials, are making new and increased demands upon professionals in school systems. These demands are heightened by the pressures and often conflicting expectations of various "publics" and pressure groups in our changing society.
- b. Institutional factors—such as larger school district organizations, the trend toward teacher professionalism, the impact of legislative mandates, and the influence of more and larger nationally sponsored programs and subsidies—call for different styles of administration and new techniques of programming professional resources.

2. The overlay of new substantive educational change on more traditional styles of administration and forms of organizational structure has resulted in a variety of stresses:

- a. Inhibited communication and understand-

ing, and a lack of agreement on the definition of district goals and objectives

- b. Inhibited development and coordination of plans and programs to achieve those goals and objectives
- c. Less than optimum utilization of valuable professional resources and implementation of appropriate change

-3. More effective interaction is needed among teachers, administrators, and other professionals in school districts. This will contribute to more coordinated planning, more commitment to newly developed plans and programs, and improved utilization of resources.

4. The wide variety, increasing number, and uneven distribution of pressures noted in the first conclusion make it impossible to describe in detail the "proper" organizational system for school districts which will be most effective in dealing with the requirements for change. Since the goals, size, and resources of school districts in California vary so considerably, one ideal organizational system cannot be prescribed for all. We can only describe the general characteristics and processes of a number of school systems which are more or less successfully coping with the requirements for change.

It is apparent that genuine involvement of affected professional groups is requisite in affecting constructive change. A highly specialized, compartmentalized, authoritarian organizational hierarchy tends to inhibit such change.

- a. Administrators must obviously value constructive change, be agents for this change, and provide staff support for such change; and administrators must accurately perceive and understand their professionals' skills and values to ensure their optimal utilization.
- b. There must be leaders who are interested and effective in initiating, planning for, and participating in educational development and change. Research findings suggest that these leaders are most apt to emerge from groups which include: (1) a number of younger teachers; (2) teachers with heterogeneous backgrounds and a wide range of interests; and (3) teachers who value constructive change and quality education.

5. There is no standard recipe which can be given to a school district which defines the "proper" staffing pattern. Because of the diversity of the problems, opportunities, and requirements of school districts in California, we are limited to presenting concepts and generalizations which suggest ways in which:

- a. District objectives and goals can be formulated and articulated
- b. District educational requirements can be defined in terms of operational or program specifications
- c. Staff capabilities and interests can be more effectively appraised, understood, and utilized
- d. The process of planning the implementation of change can be systematized so that logical staffing patterns (i.e., requirements for kinds and amounts of professional resources at given levels in the organization) emerge

6. Staffing pattern data, to be useful to school management, should be designed to reflect the activities of personnel required to meet specific district objectives. The number of teaching hours, not teachers; of counseling hours, not counselors, is the appropriate measurement. For each level of operation (e.g., central office, school building, and classroom), these data should be collected and analyzed so as to describe the allocation of personnel necessary to carry out the activities associated with each district goal. For instance, at the classroom level a further breakdown of application of teacher time to direct teaching versus other functions is quite useful and will be more so in the future. Since this is not a traditional method of analyzing such resources, the data collected in this framework will usually be different from, and not comparable to, older forms of expressions or measurements of staffing patterns.

7. The roles of evaluative and supportive staff need to be kept separate, whenever possible, in order to facilitate cooperation and encourage the developmental and change processes. This needs emphasis. Much of the conflict between teachers and other professionals may be traced to the lack of understanding of this principle. It has been found

that teachers welcome the help of supportive professionals when:

- a. The supportive personnel do not have an evaluation function
- b. The teacher has a say as to when help is needed
- c. The supportive help is competent

8. For analyses of statewide educational systems or regional groupings of school districts, the usefulness of traditional staffing pattern measurements is generally limited to establishing trends, setting limits, or setting general standards for staffing which are related to minimum expectations for educational quality.

9. The increasing trend toward "particularization" in education has resulted in more and more specialization by the professional staff. Such specialization has been useful in analyzing the requirements for personnel with specific functions in school systems (e.g., counselors, business managers, teachers aides, etc.). However, professional specialization as a basic concept for designing and defining organizational systems has only limited application and, as the dominant analytical concept, has been pushed too far. There is an increasing need for professionals with more or less specialized functions and skills to recognize the necessity of *sharing* responsibility for defining and achieving the educational objectives of a district. The concept of "exclusive responsibility" for specific functions in educational systems (which tends to follow from the concept of "specialization") is becoming more and more impractical. The effective interaction and coordination of joint efforts of various "specialists" is hampered by too many interfaces between specialized groups, by the tendency of specialized groups to represent "atomistic" points of view and interests, and by the resulting communication problem.

10. We expect the level of central and school building staff to rise (or at least remain constant) for two reasons:

- a. There is increasing recognition of the need to do a more effective job of teacher evaluation and development in school districts. This function has been somewhat neglected because of teacher shortage, rapid growth of

districts, the press of time on overworked administrators, and the lack of emphasis on this area by boards and superintendents.

- b. There is increasing pressure for change imposed by forces outside the school district which requires more effective translation and implementation of new educational development into local school systems.

11. We cannot accurately predict the typical division of professional staff between the evaluative and supportive functions. At present, it is difficult to characterize this "mix" because of the inadequacy and variety of methods employed to measure and reflect the allocation of professional resources to specific functions.

12. More administrators are recognizing the need to do more long-range, systematic planning in order to obtain better control of immediate pressures and to arrive at current decisions which will be consonant with the long-range goals and objectives of the school district. Such a systematic planning process has been effectively employed in only a few cases, largely because of the lack of time and appropriate personnel resources.

13. A logical, systematic series of steps in a planning process which districts can use as a guide in making decisions affecting the allocation of professional staff includes:

- Sensing the need and the pressures for change
- Defining and evaluating change requirements
- Defining alternatives for coping with change
- Assessing resources needed to implement each alternative
- Investigating resource availability and cost
- Priority assignment
- Personnel allocation study
- Organizational change study
- Review of the entire process

This general planning and decision-making process offers an organizing framework for the observations, data, and values which must be considered in the allocation of professional staff resources. This process proceeds from the step of articulating general goals and defining objectives to the development of specific programs to the delineation of functions required to make the programs operative, and finally, to designing the appropriate organizational system.

(Continued on page 22)

ELEMENTARY EDUCATION



RUTH OVERFIELD
SECTION EDITOR

Reading Programs Under the Miller-Unruh Basic Reading Act of 1965

By Ruth Overfield

Consultant, Elementary Education

Interest in the education of preschool children and primary grade pupils resulted in the California Legislature enacting in the 1965 session a number of laws affecting young children. Among these laws, the Miller-Unruh Basic Reading Act of 1965 is especially important, for it will have deep and far-reaching effects upon the elementary school program in the schools of this state.

The purpose of this new act is the "... prevention of reading disabilities and the correction of reading disabilities at the earliest possible time in the educational career of the pupils." Funds are provided under the act for salaries of "specialist teachers in reading," scholarships to encourage the development of skills in the teaching of reading, and salary payments for the employment of professional school librarians.

Voluntary Program

The program is voluntary, and each district is free to determine whether it will participate in the program. However, every school district in the state, regardless of its decision, must administer a reading test to pupils in the primary grades. In May of this year, the test was given to pupils in grades one and two. In the 1966-67 school year, the test will also be given to pupils in grades one, two, and three. The law states that the testing program is to be used exclusively for the purposes set forth in the act.

According to Education Code sections 7770-7825 and the California Administrative Code, Title 5, Education, sections 400-462, school districts that wish to participate in the program must:

- Compute a basic quota of one certificated employee to be appointed a specialist for each 125 units of average daily attendance (this quota increases when large percentages of children score below the first quartile established for the test). Special provisions are made in Education Code Section 7790 for small districts.
- Plan a reading program that meets minimum standards of course content and criteria adopted by the State Board of Education in the rules and regulations for the act.
- Nominate qualified certificated employees as specialist teachers.

Minimum Standards

Whether or not pupils profit from the new law as intended will depend to a large degree upon the kinds of basic programs planned and carried out in the districts. The minimum standards adopted by the State Board of Education of course content for a basic reading program are the following (Section 440 of the Administrative Code, Title 5, Education):

(a) Systematic instruction for pupils in basic skills of word recognition, including phonics, and comprehension of meaning such as set forth in the basic reading texts adopted by the State.

(b) Systematic and continuous practice provided the pupils in applying skills in reading for self-directed purposes.

(c) Presentation to pupils of a wide variety of literature appropriate to the ages, abilities, and interests of children in the program.

(d) Continuous assessment of language skills and abilities of pupils.

(e) Instruction and practice for pupils in the use of oral language as communication of meaning and expression of thought.

(f) Instruction, practice, and drill for children in use of oral language as reinforcement of skills necessary for correct hearing and speaking of the English language.

(g) Utilization of a wide variety of sensory experiences for pupils to provide a store of basic concepts with which to build meaning and interest.

(h) Demonstration for teachers of a variety of teaching methods.

(i) Assistance to teachers in techniques of informal observation of child behavior as a means of discovering reading disabilities.

(j) Assistance to teachers in planning effective organization for instruction.

A description of the proposed program together with the computation of quota must be submitted by the district to the Superintendent of Public Instruction on an application form

(J-10, obtained from Bureau of School Apportionments and Reports) for allowance for specialist teachers in reading. The following criteria will be used for reviewing the application:

- (a) The application describes a plan for:
 - (1) The use of multiple methods for assessing language ability and background
 - (2) The keeping of individual records for each pupil
 - (3) The use of a variety of methods for identifying all types of learning problems of young children beginning to read, including but not being limited to those problems arising from physical causes
 - (4) The exchange of information between parents and the school concerning the child's participation in the program
 - (5) The coordinating of supplemental instruction by the specialist teacher with the reading instruction otherwise provided in regular classes to ensure a total program of high quality instruction for each pupil.
- (b) The application indicates:
 - (1) Methods of evaluating pupil progress
 - (2) The use of the services of the librarian
 - (3) The general extent and type of library materials that will be available for the program
- (c) The application is accompanied by a copy of the resolution of the governing board whereby it approved the plan described in the application or by a statement signed by the chief administrative officer of the district certifying that the plan described has been approved by the governing board of the district.

Intent of the Legislature

Since it is the intention of the Legislature that funds and services should go first to those schools with the greatest needs and the least ability to provide for them, applications will be approved on a priority basis. In general, priorities will be based upon the relative financial ability of a district as measured by the assessed valuation per unit of average daily attendance and upon the relative need for specialists as measured by the percent of pupils, grades one through eight tested in the statewide testing program, that scored below the 25th percentile. Approximately \$8 million has been provided for the first year of operation of the new law. This sum appears to be adequate for the number of applications anticipated.

Districts must submit nominations to the State Department of Education for specialist teachers (Form R-1), and such nominees will

apply to the Department of Education to take a written examination. Application forms (Form R-3) are available from the Bureau of Teacher Education and Certification.

Broad general lines of the Miller-Unruh Basic Reading Act of 1965 have been summarized in this article. For further information about details, the following bureaus in the Department of Education should be contacted:

- *Bureau of School Apportionments and Reports* for application for allowance for funds (Form J-10)
- *Bureaus of Elementary and Secondary Education* for program (Form J-10)
- *Bureau of Teacher Education and Certification* (Forms R-1 and R-3) for all information concerning qualifying and educating of specialist teachers
- *Bureau of Educational Research* for information about testing of children

The following calendar for procedures may help in organizing administrative detail so that attention may be focused upon planning for a high-quality program for children:

- *April.* Stanford Reading Tests are distributed through offices of county superintendents of schools. Nominations for specialists are submitted to the Bureau of Teacher Education and Certification. Applications for examination are submitted to same bureau.
- *May 6.* The deadline for filing applications to take the examination to become a specialist teacher in reading is May 6.
- *May 20-30.* Tests are administered to pupils.
- *June 4.* Tests are administered to specialists in centers announced by State Department of Education.
- *July 1.* Scores on Stanford Reading Tests must arrive in the State Department of Education on or before July 1. Applications for allowance for funds are sent to Bureau of Schools Apportionments and Reports.
- *August.* Notification is made of eligibility of specialists for certificates.

GUIDELINES FOR STAFFING

(Continued from page 20)

tem and acquiring necessary staff. Staffing patterns (the allocation of human resources), along with the organization charts and position descriptions, usually result from this process. Changes in staffing patterns can often be used as indicators of the degree of progress toward the definition of functions, the implementation of programs, and the achievement of goals.

CURRICULUM DEVELOPMENT

Curriculum Administration and Supervision in the Art Education Crisis

By Audrey Welch

*Art Supervisor
Glendale Unified School District*



JOHN G. CHURCH
SECTION EDITOR

There is a crisis in art education. Concern has been registered at every level for the quality and quantity of art education programs in the California public schools. Anxiety for the



Audrey Welch

preservation of aesthetic and humanistic values has been expressed increasingly at the national level. Genuine concern for the creative disciplines is reflected in federal legislation establishing the Arts and Humanities Branch of the U.S. Office of Education and in the enactment of the Elementary and Secondary Education Act of 1965.

ESEA provides many possibilities for establishing and strengthening programs of art in the schools.

In California, the State Board of Education has committed itself to support a reemphasis on arts and humanities education. State legislators—and educational leaders representing professional organizations of school teachers, supervisors, and administrators have called upon school districts to halt the trend toward curriculum imbalance which threatens to produce a generation with little knowledge of cultural and humanistic values. Art programs are not being introduced in proportion to increases in school population, and many long-established district requirements for art education are being decreased or eliminated because of the increase in state-mandated subject programs; the emphasis on academic courses for students meeting college entrance requirements; the taxpayer's demands to reduce school expenses; and the crippling cutbacks in local school budgets following tax override and school bond election failures.

The State Education Code does not define a place for art in the secondary school curricu-

lum, and the type and extent of art instruction at the elementary school level are at the discretion of local governing boards of education. There is no State Department of Education art consultant to coordinate the scope and sequence of art education statewide. It is no small wonder that art in California schools frequently has no defined program of study or place in the school district curriculum.

Inadequate Art Curriculum

Whatever improvement is achieved in art programs in the schools must be realized through the curriculum, which is the core of any educational discipline. The art curriculum has been increasingly compromised to the point where much of the teaching of art is characterized by a lack of plan and purpose. Implementation of the art curriculum in the daily classroom program requires teachers who in addition to being well trained must be sufficiently enthusiastic to motivate the pupils to the point that they are eager to learn art. Yet, fewer and fewer teachers are being prepared with preservice art courses.

The federal government, the State Legislature, and the State Board of Education have enjoined school superintendents and local boards of education to keep art in the curriculum. The school district has been designated as a major force in resolving the problem of providing improved art instruction. A vital need is being stressed to offer art education which will provide all students with essential cultural understandings, aesthetic appreciations to shape personal and group judgments about the visual environment—in the home, community, and nation—humanistic values to create sound and constructive adult attitudes toward human welfare, creative insights, and avocational art skills related to personal fulfillment and which will direct the artistically gifted toward art careers.

The best use of the school district's resources for the establishment and maintenance of art programs at all grade levels, the single action which would yield the greatest improvement in the quality of art education and which would require the least local financial effort, would be to employ at least one full-time certificated art consultant or supervisor and assign this person overall responsibility for the art program.

Supervision and administration of instruction and curriculum are the "quality control" elements in any area of instruction. Effective supervision of art programs and curriculum at the local level would provide a major force for the improvement of art education statewide. Art supervisory services provide both tangible and intangible benefits within a school system.

The most dramatic improvements which can be effected through art supervisory assistance on a regular basis include:

- Establishment of district art curriculum guidelines and minimum standards for art teaching at every grade level
- Institution of regular programs for art curriculum analysis, evaluation, and improvement
- Development of greater teacher competencies in art instruction at all grade levels
- Creation of interdisciplinary relationships between art and other subject fields
- Establishment of teacher commitments to art curriculum objectives, goals, and philosophy
- Definition of district minimum expectancies for learning in a developmental, sequential art program
- Stabilization of teacher staff around core groups of specially trained art teachers
- Development of a significantly larger proportion of teaching staff possessing at least minimum competencies in art
- Articulation of art-related offerings at all grade levels

Improvements of this type result in an improved educational product—the student who

(Continued on page 31)

Resolutions Relating to Arts and Humanities in California

FROM THE CALIFORNIA ASSEMBLY CONCURRENT RESOLUTION NO. 117, FILED WITH THE SECRETARY OF STATE, JULY 1, 1965:

Resolved by the Assembly of the State of California, the Senate thereof concurring, that the Legislature of the State of California states its intent that the program of education in California public schools shall present a well rounded curriculum that will provide students ample opportunity to benefit from courses in music, art, and other cultural subjects as well as academic subjects; and be it further

Resolved, that the State Board of Education and the governing board of each school district, cooperate in implementing the intent of the Legislature as expressed in this resolution.

FROM THE RESOLUTION OF THE CALIFORNIA STATE BOARD OF EDUCATION, ADOPTED MARCH 11, 1966:

WHEREAS the California State Board of Education recognizes the essential role which arts and humanities occupy in a society and in the lives of all individuals, and aware of the general neglect of arts and humanities instruction in the schools of California; and

WHEREAS the California State Board of Education understands that California youth are being increasingly deprived of the benefits of unique and necessary intellectual and expressive educational opportunities because California provides inadequate standards for education in the arts and humanities; and

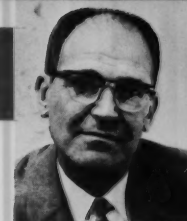
WHEREAS the California State Board of Education has been shown that the results of curriculum pressures faced by schools today have adversely affected both the quality and quantity of instruction in arts and humanities education at all grade levels: therefore be it

RESOLVED that the California State Board of Education goes on record as supporting the development of a definitive program in the arts and humanities from kindergarten through twelfth grade, and be it

RESOLVED further that the Board supports a reemphasis on arts and humanities education in the schools of the state and calls upon local districts to assist in reversing the current trend to deemphasize arts and humanities education in the elementary and secondary school curriculum.

California State Testing Program—1964-65

By Everett T. Calvert
Chief Deputy Superintendent of Public Instruction



MELVIN GIPE
SECTION EDITOR

The 1961 Legislature enacted legislation mandating a state testing program for the public schools of California. The legislation, designed to measure the quality and appropriateness of the instructional program in the schools, emphasized three points:



Everett T. Calvert

- It gave specific recognition to standardized testing of pupil ability and achievement as a part of the instructional program.
- It required that the school district test results be reported annually to the respective school district governing boards.
- It required that the school district test results be forwarded to the State Department of Education upon request and thus made possible the preparation of summaries and other analyses for the assistance of school district personnel in interpreting their test data.

In January, 1962, the State Board of Education adopted rules and regulations governing the operation of the state testing program. The program was designed to test scholastic ability and the basic skills of reading, mathematics, and English language usage. The elementary school program was to be sampled by testing all pupils in grade five; the junior high school program, primarily, was to be sampled by testing all pupils in grade eight; the high school program was to be sampled by testing all students in grade eleven. The State Board established a limited list of approved commercial tests to be used by the school districts in compliance with the state testing program.

1964-65 Test Results

In the fall of 1964, slightly more than three-quarters of a million pupils in grades five, eight, and eleven of California's public schools were administered standardized tests of scholastic ability and achievement tests in reading, mathematics, and English language usage. Since this was the third year of the testing program, three

referents were available for the comparison of scores attained by California pupils: the publishers' national norms, the 1962-63 test performance, and the 1963-64 test performance of similar groups of California pupils. California pupils tended to equal or exceed the publishers' national norms. Tables 1, 2, 3, and 4 contain the test results for each of the three years the state testing program has been conducted.

Shifting to Different Tests

There was no mass shifting by districts in the use of the different tests on the approved list as a whole between 1962 and 1964. However, some shifting is worth noting as follows:

- In *achievement* testing, there was noticeable *shifting* in grades five, eight, and eleven to the California Achievement Tests and the Sequential Tests of Educational Progress, with some additional shifting to the Iowa Tests in Educational Development in grade eleven.
- In *achievement* testing, there was noticeable *shifting away from* the Stanford Achievement Tests in grade five and the SRA Tests in both grades five and eight.
- In *ability* testing, there was no particular shifting from one test to the other. In grades five and eight, most pupils were given the California Test of Mental Maturity all three years. In *grade eleven* the numbers given the CTMM and the School and College Ability Tests were approximately even all three years, with the Henmon-Nelson Tests not too far behind.

Even the amount of test shifting that took place complicates somewhat the interpretation of statewide results and tends to defeat the purpose of the statewide testing program. This purpose was not just to get all districts to give some tests, which most if not all districts were doing anyway. It was to see how the state as a whole was doing. Hence, the change in the law requiring all districts to use the same tests seems to be a wise one, assuming that a statewide testing program is justified in the first place.

The tables presenting test results for 1962, 1963, and 1964 speak for themselves and invite

TABLE 1
Scholastic Ability Test Scores of Pupils in California Public Schools, 1962-1964

Number of California pupils tested		Percentile scores																	
		25th						50th						75th					
		IQ by grade ²																	
		Fifth			Eighth			Eleventh			Fifth			Eighth			Eleventh		
	'02	'03	'04	'02	'03	'04	'02	'03	'04	'02	'03	'04	'02	'03	'04	'02	'03	'04	
Test administered ¹																			
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	
25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	
156,700	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	
59,300	72,800	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	
Elementary level																			
Junior high level																			
Secondary level																			
94.6 94.2 94.3		94.6	94.2	94.3	92.4	91.5	91.8	91.3	90.5	90.8	106.1	105.8	105.7	103.0	102.0	102.3	100.8	100.0	100.3
117.0 116.7 116.5		117.0	116.7	116.5	113.1	112.4	112.5	109.3	108.5	108.8	116.6	116.0	115.6	114.0	113.9	114.9	109.9	109.7	109.7
118.0 115.2 115.9		118.0	115.2	115.9	117.3	117.4	116.3	116.4	116.9	116.6	117.3	117.4	116.3	116.4	116.9	116.6	122.1	121.1	120.6
117.6 116.2 118.2		117.6	116.2	118.2	106.5	103.6	104.7	106.1	105.1	107.5	106.5	103.6	104.7	106.1	105.1	107.5	69.6	69.9	69.4
69.6 67 67		69.6	67	67	56.5	57.0	56.7	55	55	55	56.5	57.0	56.7	55	55	55	69.6	69.9	69.4
92.1 91.1 90.6		92.1	91.1	90.6	78.5	77.2	76.6	72	72	72	78.5	77.2	76.6	72	72	72	88	88	88
80.2 79.7 73		80.2	79.7	73	65.7	65.5	66.3	60	60	60	65.7	65.5	66.3	60	60	60	80.1	79.7	73
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400
25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600
156,700	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200
59,300	72,800	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100
Elementary level																			
Junior high level																			
Secondary level																			
94.6 94.2 94.3		94.6	94.2	94.3	92.4	91.5	91.8	91.3	90.5	90.8	106.1	105.8	105.7	103.0	102.0	102.3	100.8	100.0	100.3
117.0 116.7 116.5		117.0	116.7	116.5	113.1	112.4	112.5	109.3	108.5	108.8	116.6	116.0	115.6	114.0	113.9	114.9	109.9	109.7	109.7
118.0 115.2 115.9		118.0	115.2	115.9	117.3	117.4	116.3	116.4	116.9	116.6	117.3	117.4	116.3	116.4	116.9	116.6	122.1	121.1	120.6
117.6 116.2 118.2		117.6	116.2	118.2	106.5	103.6	104.7	106.1	105.1	107.5	106.5	103.6	104.7	106.1	105.1	107.5	69.6	69.9	69.4
69.6 67 67		69.6	67	67	56.5	57.0	56.7	55	55	55	56.5	57.0	56.7	55	55	55	69.6	69.9	69.4
92.1 91.1 90.6		92.1	91.1	90.6	78.5	77.2	76.6	72	72	72	78.5	77.2	76.6	72	72	72	88	88	88
80.2 79.7 73		80.2	79.7	73	65.7	65.5	66.3	60	60	60	65.7	65.5	66.3	60	60	60	80.1	79.7	73
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400
25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600
156,700	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200
59,300	72,800	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100
Elementary level																			
Junior high level																			
Secondary level																			
94.6 94.2 94.3		94.6	94.2	94.3	92.4	91.5	91.8	91.3	90.5	90.8	106.1	105.8	105.7	103.0	102.0	102.3	100.8	100.0	100.3
117.0 116.7 116.5		117.0	116.7	116.5	113.1	112.4	112.5	109.3	108.5	108.8	116.6	116.0	115.6	114.0	113.9	114.9	109.9	109.7	109.7
118.0 115.2 115.9		118.0	115.2	115.9	117.3	117.4	116.3	116.4	116.9	116.6	117.3	117.4	116.3	116.4	116.9	116.6	122.1	121.1	120.6
117.6 116.2 118.2		117.6	116.2	118.2	106.5	103.6	104.7	106.1	105.1	107.5	106.5	103.6	104.7	106.1	105.1	107.5	69.6	69.9	69.4
69.6 67 67		69.6	67	67	56.5	57.0	56.7	55	55	55	56.5	57.0	56.7	55	55	55	69.6	69.9	69.4
92.1 91.1 90.6		92.1	91.1	90.6	78.5	77.2	76.6	72	72	72	78.5	77.2	76.6	72	72	72	88	88	88
80.2 79.7 73		80.2	79.7	73	65.7	65.5	66.3	60	60	60	65.7	65.5	66.3	60	60	60	80.1	79.7	73
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400
25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600
156,700	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200
59,300	72,800	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100
Elementary level																			
Junior high level																			
Secondary level																			
94.6 94.2 94.3		94.6	94.2	94.3	92.4	91.5	91.8	91.3	90.5	90.8	106.1	105.8	105.7	103.0	102.0	102.3	100.8	100.0	100.3
117.0 116.7 116.5		117.0	116.7	116.5	113.1	112.4	112.5	109.3	108.5	108.8	116.6	116.0	115.6	114.0	113.9	114.9	109.9	109.7	109.7
118.0 115.2 115.9		118.0	115.2	115.9	117.3	117.4	116.3	116.4	116.9	116.6	117.3	117.4	116.3	116.4	116.9	116.6	122.1	121.1	120.6
117.6 116.2 118.2		117.6	116.2	118.2	106.5	103.6	104.7	106.1	105.1	107.5	106.5	103.6	104.7	106.1	105.1	107.5	69.6	69.9	69.4
69.6 67 67		69.6	67	67	56.5	57.0	56.7	55	55	55	56.5	57.0	56.7	55	55	55	69.6	69.9	69.4
92.1 91.1 90.6		92.1	91.1	90.6	78.5	77.2	76.6	72	72	72	78.5	77.2	76.6	72	72	72	88	88	88
80.2 79.7 73		80.2	79.7	73	65.7	65.5	66.3	60	60	60	65.7	65.5	66.3	60	60	60	80.1	79.7	73
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400
25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600	25,600
156,700	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200	157,200
59,300	72,800	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100	78,100
Elementary level																			
Junior high level																			
Secondary level																			
94.6 94.2 94.3		94.6	94.2	94.3	92.4	91.5	91.8	91.3	90.5	90.8	106.1	105.8	105.7	103.0	102.0	102.3	100.8	100.0	100.3
117.0 116.7 116.5		117.0	116.7	116.5	113.1	112.4	112.5	109.3	108.5	108.8	116.6	116.0	115.6	114.0	113.9	114.9	109.9	109.7	109.7
118.0 115.2 115.9		118.0	115.2	115.9	117.3	117.4	116.3	116.4	116.9	116.6	117.3	117.4	116.3	116.4	116.9	116.6	122.1	121.1	120.6
117.6 116.2 118.2		117.6	116.2	118.2	106.5	103.6	104.7	106.1	105.1	107.5	106.5	103.6	104.7	106.1	105.1	107.5	69.6	69.9	69.4
69.6 67 67		69.6	67	67	56.5	57.0	56.7	55	55	55	56.5	57.0	56.7	55	55	55	69.6	69.9	69.4
92.1 91.1 90.6		92.1	91.1	90.6	78.5	77.2	76.6	72	72	72	78.5	77.2	76.6	72	72	72	88	88	88
80.2 79.7 73		80.2	79.7	73	65.7	65.5	66.3	60	60	60	65.7	65.5	66.3	60	60	60	80.1	79.7	73
California Test of Mental Maturity, 1957 Short Form																			
192,800	201,000	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400	208,400

the reader's own study and comparisons. However, a few observations seem to be worth noting. Due to the large number of cases involved, scores are not "rounded" up or down to whole scores but are carried out one place so as to portray more accurately the results. (Over the three-year period, more than 2,300,000 different pupils were tested.)

Sex differences in scores, where they occurred, consistently favored the girls except in eleventh grade mathematics.

Approximately 40,000 more fifth, eighth, and eleventh grade pupils were tested each successive year. This annual increase reflects the

enrollment growth produced by population growth caused by births and a high rate of immigration.

Intelligence Test Results 1962-1964

Since most pupils in grades five and eight were given the California Test of Mental Maturity, it is worth noting that there were drops from 1962 to 1964 in median (50th percentile) IQs for this test, of .4 in grade five and .7 in grade eight. In grade eleven there was a similar drop of .5 for the CTMM and .6 for the Henmon-Nelson, although those taking the School and College Ability Tests showed a gain of .6.

TABLE 2
Reading Achievement Test Scores of Pupils in California Public Schools, 1962-1964

Number of California pupils tested			Test administered ¹	Percentile scores											
				25th			50th			75th			Pub- lisher's test norm score	California pupils' score	California pupils' score
				Pub- lisher's test norm score	California pupils' score			Pub- lisher's test norm score	California pupils' score			Pub- lisher's test norm score			
1962	1963	1964			'62	'63	'64		'62	'63	'64		'62	'63	'64
			California Achievement Tests, 1957 Edition,												
			Form W (1963 norms)												
			Elementary Level (Grade 5)												
178,600	191,800	201,400	Reading vocabulary.....	24	22.5	22.7	22.9	30	31.9	32.1	32.2	36	39.3	39.3	39.2
			Reading comprehension.....	32	30.8	31.0	30.9	40	42.1	42.2	42.2	49	51.9	52.1	52.1
			Junior High Level (Grade 8)												
157,000	163,400	172,000	Reading vocabulary.....	31	29.6	29.9	30.7	37	39.9	40.0	40.5	45	47.6	47.7	48.0
			Reading comprehension.....	38	37.4	37.4	37.6	48	49.7	49.7	49.7	59	61.3	61.2	61.3
			Advanced Level (Grade 11)												
44,000	46,000	48,000	Reading vocabulary.....	25	23.4	23.3	23.8	32	32.7	32.5	33.2	40	42.2	41.8	42.4
			Reading comprehension.....	36	34.3	34.4	34.3	45	45.2	45.0	45.2	55	56.7	56.3	56.6
			Sequential Tests of Educational Progress												
30,100	33,000	43,000	Level 4, Form 4A—Reading (Grade 5).....	29	29.5	29.6	31.3	43	44.7	44.6	45.3	53	55.6	55.4	55.4
49,600	52,200	57,700	Level 3, Form 3A—Reading (Grade 8).....	27	30.8	30.7	31.1	36	41.7	41.4	41.7	45	50.4	50.1	50.4
58,000	61,300	71,000	Level 2, Form 2A—Reading (Grade 11).....	35	38.0	37.8	38.0	45	47.7	47.5	47.8	53	55.2	55.3	55.5
			Iowa Tests of Basic Skills												
			Form 1 (Grade 5)												
22,900	26,600	28,000	Vocabulary.....	13	14.3	14.2	14.2	19	20.7	20.4	20.3	28	29.0	28.6	28.4
			Reading.....	22	24.5	24.4	24.1	32	36.9	36.7	36.3	46	50.3	50.1	49.6
			Form 1 (Grade 8)												
11,500	16,600	15,000	Vocabulary.....	17	19.1	18.8	18.9	25	28.1	27.9	28.1	35	36.5	36.5	36.6
			Reading.....	27	29.2	28.7	29.1	37	41.2	40.6	41.4	49	52.7	51.9	52.7
			Stanford Achievement Tests, Partial Battery												
			Intermediate, Form J (Grade 5)												
18,100	18,000	10,500	Word meaning.....	17	19.6	19.8	18.3	25	28.0	28.4	26.7	32	35.6	35.9	34.9
			Paragraph meaning.....	18	18.5	18.5	17.4	25	25.4	25.8	25.1	31	32.3	32.8	32.2
			Advanced, Form J (Grade 8)												
16,700	15,100	15,800	Word meaning.....	21	22.8	23.1	23.1	27	30.8	31.0	31.3	34	37.6	37.8	38.0
			Paragraph meaning.....	24	25.4	25.2	25.3	29	31.3	31.1	31.3	34	36.1	36.1	36.1
			SRA Achievement Tests												
			Grades 4-6, Form A (Grade 5)												
10,000	6,700	6,200	Reading vocabulary.....	13	12.8	13.8	14.3	20	19.3	21.0	21.2	27	27.9	29.2	30.0
			Reading comprehension.....	19	17.1	18.5	18.5	26	25.1	26.9	26.6	33	33.4	34.6	34.7
			Grades 6-9, Form A (Grade 8)												
8,900	4,000	5,100	Reading vocabulary.....	20	21.4	23.4	23.4	28	30.8	33.6	32.7	36	35.3	40.7	39.5
			Reading comprehension.....	22	21.8	22.9	22.7	29	30.3	32.4	31.4	36	37.2	39.1	38.0
			Iowa Tests of Educational Development												
			Form X-35, Class Period Version (Grade 11)												
60,200	75,000	78,500	General vocabulary.....	29	36.4	36.3	35.8	43	48.5	48.5	48.1	52	58.3	58.1	58.0
			Ability to interpret literary materials.....	23	25.8	25.5	25.2	31	34.9	34.6	34.4	40	44.4	44.2	44.2
			Cooperative English Tests, 1960²												
			Form 2A (Grade 11)												
37,400	39,300	39,700	Vocabulary.....	23	27.0	26.7	26.4	30	34.0	33.7	33.5	37	41.0	40.8	40.7
			Speed of comprehension.....	21	24.8	23.7	23.5	29	34.2	33.0	32.7	38	43.3	42.0	41.7
			Level of comprehension.....	17	18.5	18.3	18.0	20	23.2	23.1	22.9	25	26.5	26.4	26.3

¹ The Metropolitan Achievement Tests were administered in a small number of school districts to a small number of pupils; because of this limited use, the results are not reported in this table.

² The publisher's norms for the Cooperative English Tests, 1960, are for the end of the tenth grade.

The total picture does not reflect any marked change, but the fact that the intelligence test results for 1964 are as a whole somewhat lower than in 1962 should be kept in mind while studying the achievement test results.

Achievement Test Results 1962-1964

Reading. The California Achievement Tests were given to most pupils in grades five and eight and a large number in grade eleven. In comprehension for the CAT results, the 1962 and 1964 scores were almost identical (+ .1 in fifth grade, and "0" differences in the eighth and eleventh grades). However, in vocabulary, CAT scores were higher in all grades in 1964

than in 1962 as follows: up .3 in grade five, up .6 in grade eight, and up .5 in grade eleven.

In reading, the Sequential Tests of Educational Progress were given to the next largest number of pupils, and 1964 scores as compared with 1962 scores were: up .6 in grade five, the same in grade eight, and up .1 in grade eleven. However, since these tests were given to so many students in grade eleven, it is important to note that 1964 scores for the Iowa Tests of Educational Development were lower than in 1962 by .4 and .5 on the subtests and that 1964 scores for the Cooperative English Tests were lower than in 1962 by .5 in vocabulary,

TABLE 3
Mathematics Achievement Test Scores of Pupils in
California Public Schools, 1962-1964

Number of California pupils tested			Test administered ¹	Percentile scores											
				25th			50th			75th			Pub- lisher's test norm score	California pupils' score	California pupils' score
				Pub- lisher's test norm score	'62	'63	'64	Pub- lisher's test norm score	'62	'63	'64	Pub- lisher's test norm score	'62	'63	'64
1962	1963	1964													
			California Achievement Tests, 1957 Edition (1963 Norms)												
			Elementary, Form W (Grade 5)												
179,400	191,600	201,400	Arithmetic reasoning.....	20	21.1	21.3	21.3	24	27.0	27.1	27.1	28	31.1	31.1	31.1
			Arithmetic fundamentals.....	20	24.0	23.9	23.8	25	29.6	29.5	29.4	31	34.8	34.7	34.7
157,100	163,600	172,000	Junior High, Form W (Grade 8)												
			Arithmetic reasoning.....	25	23.3	23.1	23.0	30	30.5	30.2	30.1	36	37.7	37.4	37.2
			Arithmetic fundamentals.....	42	40.4	39.4	38.3	51	53.2	52.0	50.7	61	63.9	63.0	62.0
44,400	46,700	48,000	Advanced, Form W (Grade 11)												
			Mathematics reasoning.....	32	27.7	27.9	28.0	39	37.4	37.4	37.7	46	46.4	46.0	46.3
			Mathematics fundamentals.....	47	44.2	44.5	43.9	56	57.2	57.2	56.8	67	67.8	67.5	67.1
			Sequential Tests of Educational Progress												
30,100	33,000	43,400	Level 4, Form 4A—Math (Grade 5).....	15	16.7	16.8	17.2	21	22.9	22.9	23.2	29	30.1	30.0	30.1
49,600	52,200	57,700	Level 3, Form 3A—Math (Grade 8).....	15	18.2	18.1	18.3	21	24.5	24.3	24.3	27	31.5	31.4	31.3
58,600	62,000	71,800	Level 2, Form 2A—Math (Grade 11).....	16	16.6	16.5	16.7	21	22.1	22.0	22.2	28	29.2	29.1	29.2
			Iowa Tests of Basic Skills												
22,700	26,600	28,000	Form 1 (Grade 5)												
			Arithmetic concepts.....	13	14.0	14.1	13.8	17	19.6	19.7	19.3	22	25.5	25.5	25.2
			Arithmetic problem solving.....	8	8.4	8.2	8.2	11	12.0	11.6	11.4	13	16.5	16.0	15.7
11,500	16,600	15,000	Form 1 (Grade 8)												
			Arithmetic concepts.....	14	14.6	14.2	14.2	18	20.2	19.5	19.5	25	27.7	26.7	26.6
			Arithmetic problem solving.....	10	9.9	9.6	9.7	12	13.1	12.7	12.8	16	16.7	16.4	16.4
			Stanford Achievement Tests Partial Battery												
18,100	18,000	10,500	Intermediate, Form J (Grade 5)												
			Arithmetic reasoning.....	17	19.2	19.1	17.6	24	25.8	25.7	24.6	29	31.4	31.3	30.7
			Arithmetic computation.....	16	13.3	13.1	12.6	19	17.4	17.3	16.8	24	21.7	21.7	21.2
16,700	15,100	15,800	Advanced, Form J (Grade 8)												
			Arithmetic reasoning.....	22	22.3	22.0	21.5	28	28.9	28.4	27.8	33	34.8	34.3	33.8
			Arithmetic computation.....	22	21.0	20.3	19.4	28	27.3	26.5	25.6	33	33.0	32.3	31.6
			SRA Achievement Tests												
10,000	6,700	6,200	Grades 4-6, Form A (Grade 5)												
			Arithmetic reasoning.....	19	17.6	18.7	18.4	25	24.7	25.9	25.7	32	31.8	32.8	32.6
			Arithmetic computations.....	13	12.5	12.9	12.3	19	17.1	17.6	16.9	24	22.4	22.9	22.1
			Arithmetic concepts.....	8	8.9	9.4	9.2	11	12.0	12.4	12.1	14	14.9	14.8	14.6
8,900	4,000	5,100	Grades 6-9, Form A (Grade 8)												
			Arithmetic reasoning.....	18	18.1	19.1	18.6	25	25.2	26.3	25.2	32	32.5	33.7	32.3
			Arithmetic computation.....	24	22.7	23.0	21.9	32	30.9	31.2	29.8	38	37.7	37.9	36.7
			Arithmetic concepts.....	15	14.5	15.5	15.0	20	19.4	20.2	19.6	24	24.0	25.1	24.2
			Iowa Tests of Educational Development												
94,700	113,900	117,000	Form X-3S, Class Period Version (Grade 11)												
			Ability to do quantitative thinking.....	9	9.6	9.4	9.3	12	14.7	14.3	14.2	18	20.6	20.2	20.1

¹ The Metropolitan Achievement Tests were administered in a small number of school districts to a small number of pupils; because of this limited use, the results are not reported in this table.

1.5 in comprehension speed, and .3 in level of comprehension.

English. The California Achievement Tests were given to most pupils in grades five and eight and a large number in grade eleven, so it is worth noting that 1964 scores as compared with 1962 scores were higher as follows: up .6 in grade five, up .5 in grade eight, and up .3 in grade eleven. The 1964 scores versus the 1962 scores for the Sequential Tests of Educational Progress were higher as follows: up 1.1

in grade five, up .2 in grade eight, and no difference in grade eleven. In grade eleven, there was likewise no real difference in 1962 and 1964 English scores for the Iowa Tests of Educational Development and the Cooperative English Tests.

Spelling. On the California Achievement Spelling Test, which was given to most pupils in grades five and eight, scores for 1964 were up .4 and .5, respectively, over 1962. There were no separate spelling scores for the Sequen-

TABLE 4
English Language Usage Achievement Test Scores of Pupils in
California Public Schools, 1962-1964

Number of California pupils tested			Test administered ¹	Percentile scores											
				25th			50th			75th			Pub- lisher's test norm score	California pupils' score	California pupils' score
				Pub- lisher's test norm score	California pupils' score			Pub- lisher's test norm score	California pupils' score			Pub- lisher's test norm score			
1962	1963	1964			'62	'63	'64		'62	'63	'64		'62	'63	'64
			California Achievement Tests, 1957 Edition (1963 norms)												
179,000	191,500	201,400	Elementary, Form W (Grade 5)	49	46.8	47.0	47.4	60	63.2	63.5	63.8	73	78.0	78.1	78.3
			Mechanics of English	11	10.9	11.2	11.3	16	15.7	16.0	16.1	20	19.8	20.1	20.1
157,000	163,500	172,000	Junior High, Form W (Grade 8)												
			Mechanics of English	60	61.4	61.6	61.8	70	74.5	74.8	75.0	81	84.3	84.5	84.7
43,900	46,000	48,000	Spelling	15	13.1	13.5	13.7	18	18.4	18.7	18.9	22	23.0	23.3	23.4
			Advanced, Form W (Grade 11)												
			Mechanics of English	89	87.2	87.0	87.6	101	102.6	102.0	102.9	114	115.8	115.4	116.0
			Spelling	11	9.9	9.7	9.9	14	13.9	13.7	13.9	18	18.2	18.0	18.3
			Sequential Tests of Educational Progress												
30,000	33,000	43,400	Level 4, Form 4A—Writing (Grade 5)	19	20.0	20.0	20.7	28	28.4	28.4	29.5	37	38.7	38.5	38.9
49,500	52,200	57,700	Level 3, Form 3A—Writing (Grade 8)	20	23.1	23.3	23.3	28	31.2	31.3	31.4	35	38.9	39.1	39.2
58,000	61,300	71,000	Level 2, Form 2A—Writing (Grade 11)	24	26.5	26.3	26.5	31	34.3	34.2	34.3	39	41.0	41.0	41.2
			Iowa Tests of Basic Skills												
22,800	26,600	28,000	Form 1 (Grade 5)												
			Language usage	10	10.7	10.7	10.4	14	16.6	16.3	16.1	20	21.2	21.0	20.8
			Spelling	11	13.0	12.9	12.7	17	19.9	19.9	19.8	25	27.6	27.8	27.5
			Capitalization	12	14.4	14.2	14.2	17	20.6	20.3	20.2	23	26.4	26.1	26.0
			Punctuation	11	12.5	12.4	12.2	15	17.5	17.2	17.1	20	23.3	23.2	23.1
11,500	16,600	15,000	Form 1 (Grade 8)												
			Language usage	12	12.3	12.0	12.1	16	17.0	16.6	16.8	21	21.4	21.2	21.3
			Spelling	16	15.3	15.3	15.8	22	22.3	22.4	23.1	29	29.7	29.9	30.6
			Capitalization	14	16.9	16.7	17.0	20	24.9	24.6	24.9	26	32.0	31.9	32.0
			Punctuation	15	15.7	15.6	15.4	20	21.5	21.2	21.2	25	27.0	26.8	26.9
			Stanford Achievement Tests, Partial Battery												
18,100	18,000	10,500	Intermediate, Form J (Grade 5)												
			Language	22	23.9	24.4	22.1	31	34.3	34.7	33.2	41	44.2	44.4	43.6
			Spelling	28	30.5	30.9	28.9	36	39.3	39.7	38.2	44	48.1	48.6	47.4
16,700	15,100	15,800	Advanced, Form J (Grade 8)												
			Language	20	20.1	20.3	21.6	31	33.5	33.7	34.1	43	45.5	45.0	45.9
			Spelling	33	32.7	33.5	34.2	44	44.3	44.7	45.6	54	54.6	54.9	55.5
			SRA Achievement Tests												
10,000	6,700	6,200	Grades 4-6, Form A (Grade 5)												
			Grammar usage	27	25.8	27.5	27.6	35	33.9	36.3	36.3	40	41.3	42.8	42.8
			Spelling	13	11.9	12.5	12.5	14	15.3	15.6	15.7	16	17.5	17.6	17.7
			Capitalization-punctuation	29	28.4	29.6	29.8	36	36.7	37.9	37.9	43	43.1	43.6	43.8
8,900	4,000	5,100	Grades 6-9, Form A (Grade 8)												
			Grammar usage	34	33.9	35.8	35.3	39	39.3	40.7	40.2	44	43.4	44.6	44.1
			Spelling	17	16.7	18.0	17.5	22	22.4	23.7	23.0	27	26.8	27.8	27.3
			Capitalization-punctuation	29	30.9	32.5	32.2	34	36.1	37.6	37.2	39	40.2	41.3	41.0
			Iowa Tests of Educational Development												
60,200	75,100	78,500	Form X-35, Class Period Version (Grade 11)												
			Correctness and appropriateness of expression	30	30.6	30.5	30.4	36	36.7	36.6	36.7	43	42.8	42.8	42.9
			Cooperative English Tests, 1960²												
37,400	39,300	39,700	Form 2A (Grade 11)												
			English expression	36	38.7	38.2	38.3	45	47.7	47.5	47.6	54	56.2	56.2	56.3

¹ The Metropolitan Achievement Tests were administered in a small number of school districts to a small number of pupils; because of this limited use, the results are not reported in this table.

² The publisher's norms for the Cooperative English Tests, 1960, are for the end of the tenth grade.

tial Tests of Educational Progress in the fifth, eighth, or eleventh grades, nor for the Iowa Tests of Educational Development and the Cooperative English Tests which were given to so many students in grade eleven. The results on the Stanford Spelling Test were mixed—from a 1.1 decrease in grade five to an increase of 1.3 in grade eight. Iowa Spelling Test scores were down .1 in grade five and up .8 in grade eight. SRA Spelling Test scores were up .4 in grade five and up .6 in grade eight in 1964 as compared with 1962 scores. The total picture indicates higher spelling scores in 1964 when compared with 1962 scores for most of the student population.

Mathematics. The arithmetic scores for 1964 versus 1962 for the different tests show mixed results, with perhaps a slight but not a substantial overall loss in grades five and eight. This may have been due in part to the change to the "new math" in the state.

General Conclusion. Leaving mathematics out due to the "new math" program change, it is worthy of note that while the 1964 median IQ scores were somewhat lower than in 1962, the achievement scores in reading, English, and spelling were somewhat higher over the same two-year span. This evidence indicates that instruction in California schools is improving.

Testing Program to Change

Recent legislation has, in effect, given California two state testing programs. One, the Miller-Unruh Basic Reading Act of 1965, is prescribed in detail by the new legislation; the other, which is an amended version of the 1961 legislation, continues the ability and achievement testing in areas and grades designated by the State Board of Education. Legislation, however, eliminated the school districts' choice of tests. Henceforth, all districts will be required to use the particular test designated by the State Board of Education.

The pupil-testing required by the Miller-Unruh Basic Reading Act is mandatory and should not be confused with the voluntary aspects of the reading instruction program also covered in this legislation. In May, 1966, all pupils completing grades one and two were administered a reading test provided by the Department of Education. In May, 1967, and each year thereafter, all pupils completing

grades one, two, and three will be administered a reading test provided by the Department. School districts will have the responsibility of administering and scoring the tests and forwarding the test results to the Department. The Stanford Reading Test has been designated for this program.

Modified State Testing Program

The State Board of Education has designated ability and reading testing only in grades six and ten for the next three years, beginning in 1966-67. School districts will be required to purchase, administer, and score the tests and submit the test results to the Department of Education. The particular ability and reading achievement tests to be required are as follows:

- Grade 6: Lorge-Thorndike Intelligence Test
Stanford Reading Test
- Grade 10: Lorge-Thorndike Intelligence Test
Tests of Academic Progress—Reading Section

The Board also indicated that the three-year cycle of ability and reading achievement testing will be followed by a three-year cycle of ability and mathematics achievement testing in grades yet to be determined.

CREDENTIAL CASES

(Continued from page 4)

load alone take approximately half of one person's time.

For greater efficiency and better coordination, we transferred the investigators to the Legal Office and made them directly responsible to the Chief Legal Adviser in the fall of 1965. This parallels the organizational structure in the offices of district attorneys, which seems to be the proper set-up. Prior to this change, I had left the structure the same as it had been under my predecessor, with the investigators directly responsible to top administration.

The responsibility to decide which cases should be investigated would still be in the hands of the Department of Education and the State Board of Education with no staff to assist in this function—if the investigators should be transferred to the Bureau of CII. This would create a fouled-up situation that would be untenable. A desire to make it more diffi-

cult to rid the teaching profession of the small percent who are bad apples and who are guilty of unprofessional, immoral, or disloyal conduct (the thieves, the homosexuals, the child molesters, the Communists, etc.) would be about the only real excuse for creating such a situation.

The Legislature, in its wisdom, has over the years placed the responsibility for maintaining reasonable professional and moral standards for the teachers of our children in the hands of the State Board of Education, the Administrative Procedures Hearing Officers, the newly created Teachers Professional Standards Commission, and the Credentials Committee. Let's not cut off or mutilate their hands by making their job more difficult by physically removing the investigators from the credentials records, the attorneys, and the Credentials Committee staff with which they work every day.

AB 173 in the last General Session of the Legislature was an attempt to achieve what now is being attempted as a budget transfer. The author wisely avoided a vote in the Assembly Ways and Means Committee when he counted up and found that he had practically no one with him. In view of this implied disapproval of transferring the investigators as a policy matter, it seems only logical to request that this issue should be postponed and required to be considered by the appropriate committees at the next General Session—not allowed to take place through a budget transfer shenanigan.

Finally, Arthur D. Little, Inc., has been and is now making an intensive study of the internal structure and functions of the Department of Education at a cost to the state of over \$62,500 and the federal government of \$204,180. Their report is due prior to the 1967 General Session. As a result, it would seem a bit foolish to rush into such a radical change without waiting for the recommendations of this outside expert commercial firm selected by the State Board of Education.

Democrats and Republicans in both the Senate and the Assembly should be watchful in this and similar policy matters to see that neither the free conference committee nor budget committees preempt the due processes of the Legislature in this manner. The De-

partment of Education, the Department of Justice, and probably others should be heard on this issue by policy committees; and it is well to note that neither department involved is advocating this change.

ART CRISIS

(Continued from page 24)

has been made clearly and keenly aware of his environment and cultural heritage and of the aesthetic choices to be made in the environment.

Typical Supervisory Services

In the absence of any statewide preservice art training requirement and statewide curriculum guidelines, textbooks, teachers' manuals, or instructional aids, the art supervisor actually provides, through inservice training, "compensatory art education" for the elementary school teacher. The inservice training program might be termed "remedial" for those teachers who are assigned to teach art in a self-contained classroom without ever having had an art course at the college level.

Among typical art supervisory services and practices that provide direct help for the classroom teacher are:

- Orientation programs to acquaint teachers with district art curriculum, policies, procedures, and philosophy
- Art experience workshops to teach basic and special skills
- Grade-level meetings centering on art activities for defined groups
- Classroom demonstrations of teaching approaches, techniques, use of materials, and room organization
- Classroom evaluative visitations, conferences, and individual teacher attention
- Teacher involvement experiences in goal-setting and in evaluating, revising, and developing the district's art curriculum
- Teacher committee meetings to review art teaching aids, books, and audio-visual materials
- Preparation and distribution of curriculum publications, including art experience guides, course of study outlines, special project bulletins, and instructional supplements
- Selection and distribution of visual aids, including instructional charts, models, diagrams, and illustrative material



THEODORE R. SMITH
SECTION EDITOR

NEWS AND NOTES

Progress Report on Educational Advances

By Thomas W. Braden
President, State Board of Education

In 1957, the world was startled by the appearance of a Russian sputnik in the sky, and Californians became increasingly interested in and concerned about what was happening—and

not happening—in the schools. In 1958, Californians elected a new governor, who pledged to give education his first priority. And in 1959, Governor Edmund G. Brown began making changes in the State Board of Education's membership with the expressed desire of creating an energetic as well as a tough-minded policy-



Thomas W. Braden

making body for the public schools.

During the ensuing seven years, the school system has grown from 3.3 million to 5.1 million students, clearly making it the largest in the nation. Simultaneously, the Board of Education has conducted a spirited campaign for excellence in the schools. Here is a summary of what strides the Board has taken to accomplish this objective during Governor Brown's administration.

Teacher Preparation

Unquestionably, the most far-reaching step toward excellence has occurred in teacher preparation. In proposing new teacher-licensing requirements to the Legislature in 1961, the Board envisioned teachers who are broadly educated in the liberal arts, thoroughly versed in the subjects they are to teach, and skilled in the art of transmitting knowledge. The Legislature agreed. It declared college majors and minors in professional education unacceptable and ruled instead that teachers concentrate on subject matter. The higher standards required by the Fisher Act, passed by the Legislature in

1961 and implemented by the Board in 1963, constitute an accomplishment in which all Californians can take pride. The *Los Angeles Times* hailed the new rules as superior to those of all other states. *Time* magazine termed them "a victory for substance over technique."

But the battle did not end with passage of the Fisher Act. The opposition attempted to emasculate the Act through the implementing regulations. To prevent this possibility, the Board assumed the arduous task of writing regulations itself. After working countless evenings and Saturdays, a five-member committee, which the President of the State Board headed, issued its proposed regulations. The Board, after hearing pleas from the education establishment for less reform, adopted the regulations.

The magnitude of the reform can be measured by the fact that an estimated 90 percent of the elementary teachers, 20 percent of the secondary teachers, and 75 percent of the junior college instructors already licensed could not qualify under the new regulations. Moreover, the reform was not limited to California, because this state recruits nearly half of its new teachers from elsewhere.

Since adopting the regulations, the Board has moved to ensure that California teacher-training institutions carry out the letter as well as the spirit of the law by naming academicians and other outstanding educators to the state-wide Accreditation Committee.

In other important moves, the Board has waived practice teaching and professional course work requirements for college graduates with two years of successful Peace Corps teaching service, a change Governor Brown suggested to bring unique experience, especially in teaching culturally disadvantaged children, to California classrooms; and it has activated a 13-member advisory committee to promote higher teaching and administrative standards.

In addition, the Board has worked to curtail the number of persons teaching on provisional

NOTE: Mr. Braden presented this report to his fellow Board members at their March meeting.

credentials by requiring salary data, a nondiscrimination pledge, and conclusive evidence of a teacher shortage from the employing districts. And to ensure that persons licensed in this manner have sufficient background to serve in the classroom, the Board has required them to pass the National Teacher Examination.

Finally, the Board has decided to form a special task force to look into the question of future teacher supply and to determine if present recruitment procedures are adequate.

Curriculum

In the area of curriculum reform, advances have been equally impressive.

One key to this progress is a revitalized Curriculum Commission. Since 1961, when the Board first became responsible for appointing the commission members, it has added subject matter scholars to the commission, which previously was composed solely of teachers and school administrators.

Richard P. Feynman is a good example of the "new breed" of scholars recruited by the Board to serve on the Curriculum Commission. This California Institute of Technology physicist, who has won both a Nobel Prize and an Einstein Award, was persuaded to serve during the selection of the "new math" textbooks for grades one through eight. Professor Feynman brought to the commission new insights into the strengths and weaknesses of the textbooks being considered for adoption, and his role in the final selections was the most decisive.

With the help of this outstanding Curriculum Commission, the Board has revamped the entire social science program to promote a better understanding of state, national, and world issues. The Board has restored geography as a separate part of the curriculum and stressed the subject matter content of history. Moreover, it has attacked economic illiteracy by issuing an outline for a new senior high school course that contrasts capitalism with other economies. Similarly, the Board has established guidelines for teaching about Communism which clearly state the Communist threat to the free world.

Also to improve the social sciences, the Board has appointed a panel of 15 to oversee the preparation of teaching materials on the Bill of Rights. Concerned about students' lack

of understanding of the principles of the first ten amendments to the U.S. Constitution, the panel seeks to promote better understanding by developing for high school students a study unit applying the principles of the Bill of Rights to contemporary problems. Eventually, the panel will prepare similar material for use in elementary schools.

In addition, the Board has interpreted to school district officials that the U.S. Supreme Court has banned worship services from classrooms but not the objective study of religion through history, art, and ethics.

In recent months the Board has initiated a complete evaluation of the new social science program to ensure that it is attuned to recent advances in knowledge.

In mathematics, the Board has instituted a revolutionary program based mainly upon analysis and logic rather than memory. Similar plans are under way for science.

Foreign language instruction, thanks to the Legislature's action and Governor Brown's strong support, is a required part of the elementary school curriculum. To help establish foreign language instruction in the elementary schools and to facilitate the improvements in mathematics and science instruction, the Board has channeled millions of National Defense Education Act dollars to schools. And the Board has issued guidelines for teaching foreign language which reverse the former practice of learning to read and write a tongue before learning to speak it.

In reading, the Board abandoned in 1960 the tradition of selecting only textbooks that could be manufactured in the Office of State Printing and ordered two series of basic readers instead of one—both privately printed—to ensure the best possible reading program. Once the new books were in the schools, the Board called for an objective inquiry to learn whether they contained enough emphasis on phonics. The answer was yes, but many teachers did not know how to make full use of the material. So the Board alerted local school officials to this shortcoming and urged them to conduct inservice training for their teachers.

More recently, the Legislature established a special reading program in grades one, two, and three which stresses prevention of reading disabilities at the earliest possible time in a child's

school career, and the Board has taken the action necessary to start the program in the 1966-67 school year. The Governor's budget contains \$9 million to finance this program.

There is ferment, too, in the field of English. A special task force formed by the Board is writing an entirely new course outline for the subject, and specifications for new textbooks will be issued soon. Again, the emphasis is on combining the knowledge and skills of English scholars and professional educators.

Vocational education programs also are on the upswing as a result of greater inflow of federal funds and increasing demands from industry for more highly trained workers. In 1965, the Board cosponsored a statewide vocational education conference, which the Governor addressed, and the Board is now planning a comprehensive study of what kind of program is needed in the years ahead to keep pace with the increasingly technical world of work.

Other developments related to better instruction include the new federally funded program to improve school library resources, the statewide testing program, and the program to enrich the education of the mentally gifted.

In establishing the system to distribute the \$9 million available for libraries during the current school year, the Board reserved \$2 million for pilot projects to be conducted by selected school districts. If these district experiments prove successful, new techniques will spread throughout the state.

Besides establishing the gifted program, the 1961 Legislature called for mandatory statewide testing as a means of giving the public reliable information on the achievements and shortcomings of the schools. During its first four years, the program tested the three basic skills. Starting this fall, however, the entire testing program will focus on reading.

Compensatory Education

Compensatory education is another field of great progress. The Legislature launched and the Board implemented an experimental program in selected school districts in 1963. In 1965, compensatory education was expanded throughout the state. The decision to do so coincided with Congress' passage of the Elementary and Secondary Education Act, which includes \$78 million for California compensa-

tory education projects during the 1965-66 school year. Of the total, more than \$65 million already has been allocated by the Board, activating compensatory education in California ahead of all other states, including New York and Texas, whose respective shares of the funds exceed California's.

To serve as director of this ambitious program for culturally, socially, or economically disadvantaged children, the Board appointed Wilson C. Riles, who has a proven record in the field of intergroup relations. He and the Board are working to assure that school districts devise sound, creative projects.

Textbooks

Great progress also has been recorded in the textbook program.

As mentioned previously, the Board abolished in 1960 the practice of adopting only those textbooks that could be manufactured in the Office of State Printing. As a result, the Board now selects the finest textbooks available, regardless of who prints them.

In addition, the Board has greatly expanded the supplementary textbook program to challenge the fast learner, to help the slow learner, and to give all students, regardless of their ability, more depth in subject matter. In 1964, the Board set up California's "multitrack" program on a statewide basis by adopting separate basic mathematics books for fast, average, and slow learners in the seventh and eighth grades.

As costs began to rise with the expansion of the program, the Board called together the nation's leading textbook publishers to find ways of regulating bidding procedures in a manner which would provide maximum competition and yet would not jeopardize quality. As a result of this conference and subsequent work by the Board, the state now has a new bidding system that not only will save millions of taxpayers' dollars but also will get new books into classrooms sooner.

With respect to the content of textbooks, the Board has persuaded the nation's publishers to produce books which are free of racial and other biases and which present controversial subjects in a frank, historically accurate manner. Even a cursory examination of the new California textbooks reveals an honest portrayal of the roles of Negroes and other minor-

ities. Heretofore, in nationally marketed textbooks the Negro apparently vanished from this country after the Civil War.

And with equal vigor, the Board has fended off those who would omit reference to the United Nations in our civics books, fluoridated water in our health books, evolution in our science books, and carols in our music books.

Equal Opportunities

Neither compensatory education nor better textbooks, however worthwhile in themselves, can substitute for racial integration, so the Board has taken action on another front.

In 1959, for example, it formed a commission to promote fair employment practices in school districts and in 1962 adopted a six-point plan designed to help end discrimination in the hiring and assigning of teachers. With the approval of the Legislature, the commission's responsibilities were broadened in 1963 to include integration of students.

Of greatest impact during Governor Brown's administration, however, has been the Board's 1962 declaration that racial segregation in the school system, for whatever cause, is against public policy and that school districts are to take all reasonable steps to end it.

Later in 1962, the Board reinforced its declaration with regulations requiring ethnic factors to be weighed when school sites are selected and when school districts or attendance zones are established.

The declaration and the implementing rules constituted a milestone in progress toward racial balance and triggered reverberations throughout the nation. Some Californians doubted the Board's authority to take such bold action, but these doubts were dispelled by the California Supreme Court's 1963 decision in *Jackson vs. Pasadena School District*.

Through its commission, the Board has provided expert help to school districts responding to the declaration. The help has been rendered through consultative services and the first statewide conference on school integration ever called in California. And with federal funds from the Civil Rights Act, the Board is currently engaging in a special project to develop new techniques of dealing with problems that may accompany desegregation.

In emergencies, the Board itself has brought

together school board members and local civil rights leaders. In 1964, for example, it used this technique to avert a massive school boycott by students in Oakland, and similar action was taken in 1965 with respect to San Bernardino.

More recently, the Board has called for a periodic racial census of both students and professional personnel in each school as well as for an accounting from each school district of its plans for racial integration.

School District Organization

School district organization is another area in which striking progress is apparent.

When Governor Brown took office, there were 1,631 elementary and high school districts in California, many so small that they operated only one school. Today, there are 465 fewer elementary and high school districts. And during the same period, the number of unified districts has increased from 103 to 191.

This trend toward more adequately based districts has come about largely because of the master plan law enacted by the Legislature in 1959 and because of leadership provided by Department of Education staff to county committees on school district organization.

In 1964, the Board strongly backed legislation which further spurred unification through financial incentives. And it has willingly carried out the legislation rather than bending to the desires of those who do not believe in equalizing taxable wealth for education.

Credit for these advances, of course, is not due entirely to the Governor, the Legislature, or the Board of Education. The Superintendent of Public Instruction, the State Department of Education, offices of county superintendents of schools, school districts, and classroom teachers all have contributed to the campaign for the betterment of our schools.

But in a field as vast and complex as education, naturally many objectives await fulfillment. Recognizing this, the Board has formed a State Committee on Public Education to assist in assessing present needs and in setting up a system of long-range, comprehensive planning for the schools. This, coupled with the two federally financed education research and development centers being established in California, promises countless opportunities for further progress in the years ahead.

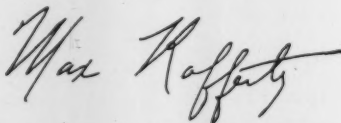
FROM THE SUPERINTENDENT

To the Editors and Staff of *California Education*

When someone works very hard and through his working achieves excellence, he deserves an award that exemplifies such achievement. The editors and staff of *California Education* deserve such an award.

When I took office almost four years ago, the editors and staff were named to pump new life into the Department of Education's official monthly publication—a publication that had gone unchanged for over 30 years. These editors were so successful in effecting a desirable change, the magazine was acclaimed a success almost overnight. Letters and calls came in from throughout the state from school administrators and supervisors, curriculum specialists, and school district officials who praised the magazine's new format and congratulated the Department on producing a useful publication of such fine quality. Nothing the Department has done in recent years—perhaps since its beginning—has received such unqualified support from the school districts in the state.

I congratulate you who have worked so hard to gain for *California Education* the position of prominence it has attained both in the state and nationally. And I ask each of you to accept a piece of the success that the magazine has gained as your award of excellence. There is no legislature that can take that from you, lest it be one without head and heart.



Superintendent of Public Instruction





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To simplify the gathering of information for the Superintendent of Public Instruction's calendar of educational events for the 1966-67 school year, officers of educational organizations may detach this back cover of *California Education*, type in the information requested, and mail the cover to the Superintendent of Public Instruction, 721 Capitol Mall, Sacramento, California 95814.

Please return the information as soon as possible. If any changes in the events are made after this cover has been mailed or if any meetings are subsequently scheduled, please notify the Superintendent's office.

Name of organization _____

Conference

Place

Date

_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
_____	_____	_____
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